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THE UNIVERSITY OF ALBERTA

ADAPTATION TO ENVIRONMENTAL PRESSURES IN A TEACHER EDUCATION ORGANIZATION

by

KALPANA MISHRA

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE

OF DOCTOR OF PHILOSOPHY

DEPARTMENT OF EDUCATIONAL ADMINISTRATION

EDMONTON, ALBERTA

FALL, 1986

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DEDICATION

To the Memory of my Father

Professor Vijay Narain Shukla

ABSTRACT

The purpose of the study was to examine the adaptations to environmental forces by the Faculty of Education at the University of Alberta. The major focus of the study was on how the Faculty adapted to external pressures.

Premised on a review of literature and research, an open systems perspective was developed. One of the major features of this conceptual model was that factors outside the organization should be given consideration when examining internal adaptations. The historical and contextual backgrounds of the Faculty of Education were reviewed to identify the relevance of the environment for its functioning.

The study examined seven issues deemed to be of importance to the Faculty during the decade 1974-1984, the time period selected for the study. These issues were identified in the early stages of data collection. The seven issues were the introduction of the extended practicum, the preparation of Native teachers, the training of teachers for Catholic schools, the preparation of teachers to cope with learning disabled children, the implementation of a compressed program to prepare vocational teachers for Alberta, the preparation of generalist teachers in the Faculty, and the training of teachers to be computer literate.

A case study approach was used to describe each issue and to examine the adaptability of the Faculty. Information needed to fulfill the purpose of the study was collected through a documentary review and interviews with key decision makers. Multiple interviews, primarily unstructured, were used to collect information from the Faculty's administrators. Semi-structured interviews were used with other individuals. These data provided the basis for the descriptive analysis of the Faculty's response to external pressures. A variety of data collection procedures was employed to ensure validity and reliability of the information. In keeping with the conceptual framework, for each of the selected issues an attempt was made to describe, analyse, and interpret the findings using three phases of adaptation, namely, initiation, preparation and implementation.

The findings of the study indicated that the Faculty was influenced in different ways by various segments of its environment. The parent organization, the University of Alberta; the stakeholder organizations, in particular, the two provincial Departments of Education, the Alberta Teachers' Association, and the Alberta School Trustees' Association; other educational organizations, such as the Alberta Catholic School Trustees' Association, the Conference of Alberta School Superintendents, and other universities; and non-educational external organizations, including parents' groups and religious bodies, all affected the Faculty either regularly or sporadically. The pressures from these organizations came in the form of requests, resolutions, recommendations, demands, and policy changes.

The three phases of adaptation within the Faculty were influenced by external and internal factors that facilitated or impeded the process of adaptation. The external factors included financial help or constraints, the support of stakeholders, the nature of the relationship between the Faculty and the pressure group, the interest of a powerful person or organization, the support of other organizations, the formation of coalitions, and the degree of self-interest of the external organizations. The internal factors were the attitudes of faculty members, the relatively large size of the Faculty, the embeddedness of the Faculty, administrative problems, the commitment of an individual, political strategies used by faculty administrators, the degree of cooperation with external groups, and coordination within the Faculty.

A generalization arising from the study was that the Faculty was responsive to environmental changes, demands and needs. Although the Faculty generally responded reactively to environmental pressures, a closer examination of the process of adaptation revealed that the Faculty of Education was capable of using and did use proactive measures to affect its environment.

Among the implications of the study for theory development and research was the need to find a clearer explanation for the relationships between an embedded organization and various categories of environments that influence it.

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Chapter I

INTRODUCTION

Organizations do not exist in isolation. They exist along with other organizations, institutions, and groups as parts of larger systems. These larger systems include all the societal characteristics and traditions which constitute the environment of an organization. Environments affect the ways in which organizations function, and organizations, like living organisms, must adapt to their external environments in order to survive. This adaptive capacity of an organization to survive in a dynamic environment has been considered as one criterion of organizational effectiveness (Mott, 1972; Steers, 1977; Gibson, 1980). An organization which remains static while its environment changes cannot survive or be effective for long. At the same time, if an organization succumbs to all environmental forces it may become too flexible to be effective (Cameron, 1978). For an organization to survive and to remain effective the decision-makers of the organization have to learn a "conscious" way of responding to environmental pressures which requires particular attention to adapting to and influencing the external environments.

The challenge to most organizations is not simply to survive but also to be relevant to changing circumstances. In the past, organizational leaders have been able to adapt their organizations to gradual changes in the environments by making small concessions to pressures, by focusing primarily on present operations, and through the impact of new personnel and the diffusion of new ideas. Through these unstructured, untutored, and unconscious adaptive responses organizations have "tracked" changes in their environments and have survived. But such natural processes may not be appropriate when environments are turbulent. Under present conditions of environmental turbulence, the directions of change have become so random that they force themselves upon administrators as part of the complex data which they must consider for the future (Toffler, 1970) and to which they must

respond in an efficient way. Theorists like Cameron (1983) believe that the leaders of more successful organizations concentrate on enhancing organizational effectiveness by a proactive stance rather than by reactive responses. The effectiveness of an organization is contingent upon the development of a management strategy which simultaneously promotes adaptability to environmental conditions, the preservation of autonomy, and proactive manipulation of the environment.

The Faculty of Education at the University of Alberta is an organization which, like many other organizations, is facing a turbulent environment and is being challenged to adapt to new and varied demands (Sellinger, 1984). Among the various functions of the Faculty the production of trained teachers is the most important one, and it appears that the Faculty is exposed to external demands and uncertain futures as far as teacher education is concerned. In a discussion paper released by Alberta's Education Minister (May, 1984) it is stated:

> The needs of our time are readily apparent. We need teachers in our classrooms who are willing and able to face an inordinately heavy and diverse array of challenges.... Teacher education has been adjusted and adapted to meet these conditions; however, as the clientele and society change, seemingly at exponential rates, the developments in teacher education are no longer keeping pace.

The question thus arises as to how free the Faculty is to adapt in the area of teacher education or in any other area. In the first place the Faculty of Education is an embedded organization within a larger organization, namely, the University of Alberta. How much is the Faculty affected by various demands and expectations imposed by interest groups or organizations which have a common interest in teacher education? How permeable is the boundary between the Faculty and these external organizations because of the common interest and representation of the other organizations in the Faculty's decision making structure? Secondly, how the Faculty can adapt to outside elements and at the same time influence its environment to protect the Faculty's interests, presents a dilemma.

Very little information is available on such questions. There are quite a few studies which deal with the adaptation of industrial organizations to the contingencies of their environment but little systematic research has been conducted on the organizational adaptation of universities or their faculties. Attention has been focused on conservative, efficiency

oriented, and internally focused (Cameron, 1983:707) aspects of colleges and universities. McCarty (1980) recognized the need for research on schools of education and their environments. He claims as units of study, schools of education or faculties of education, have been neglected by the "scholarly community." McCarty (1980:217) writes:

> As researchable units of analysis, schools of education have been virtually ignored by the scholarly community; however, this lack of knowledge has not prevented popular critics from producing a spate of negative and sometimes virulent appraisals of their ultimate value to society, a small reminder that schools of education are vulnerable open systems and responsive to their environment.

Moreover, no particular effort has been made to examine how an embedded educational organization like the Faculty of Education adapts to environmental conditions. This study has tried to address this problem and has attempted to identify some of the factors which were related to the pattern and process of adaptation to environmental conditions within the University of Alberta Faculty.

A. Purpose of the Study

The purpose of the study was to examine how the Faculty of Education adapted to environmental conditions that had an impact on it in the area of its teacher education program during the decade 1974-1984. This purpose led to three specific objectives for the study, and specific questions addressed in relation to these objectives were the following:

1. To examine how the various environmental conditions have had an impact on the Faculty during 1974-1984;
   a. What organizations were interested in change?
   b. What was the nature of the external pressures for change?
2. To identify the Faculty's adaptive responses to the environmental pressures;
3. To identify the process and the outcomes of adaptation within the Faculty of Education;
   a. Why did the Faculty of Education respond to the external pressures and how did it respond?
   b. What factors facilitated or impeded the adaptive responses of the Faculty?

c. How did the Faculty's responses reflect on its adaptability?

These questions served as a guide to designing the study and to analyzing the data.

B. Justification for the Study

The study can be justified on both theoretical and practical grounds. First, there is need for further research using established constructs like organizational effectiveness, organizational adaptation, and organizational change. It was hoped that this study would make some contribution to the field of organization theory, would add to existing knowledge concerning the nature of the organizational adaptation, and would provide some direction for future research. Considerable attention has been devoted by organizational theorists to the study of "static aspects" of organizations such as their formal structure and their internal patterns. However, few studies have been directed at the dynamic and open nature of organizations -- studies that investigate how external factors affect the efficiency and effectiveness of the organization. The study aimed to increase knowledge in this complex area.

The results of the study may be of some value to the administrators in the university Faculty where they have a dual, Janus-like, role to play. In the first place they must be concerned with the outer world -- about the contribution the institution is making to the larger system, which includes providing young people the attitudes, understanding, and skills that are required to adjust and to make an effective contribution in society. This role includes the analysis of environmental conditions and the introduction of the kinds of adaptations that will transform the institution into a dynamic and self-reforming organization that is capable of responding to environmental needs. Secondly, they have to maintain the stability and autonomy of the organization. They have to provide the best that is known about effective education, which sometimes requires influencing the environment to meet institutional needs. The concept of strategic adaptation has the elements of awareness, responsiveness, proactive changes, planning and futurity which may be relevant to academic

institutions as well as to other organizations. As the study is designed to contribute to an understanding of different modes of organizational adaptation, the knowledge can be constructively applied to improve the organizational performance of the Faculty. The knowledge of organizational functioning and adaptive capacity may help administrators run their organizations with greater understanding and provide assistance in their decision-making with regard to environmental contingencies.

C. Definitions

A number of terms of particular significance to the study are defined below:

Embedded organization refers to divisions or departments that are part of a larger organization, while organization refers to "a coalition of shifting interest groups that develop goals by negotiations; the structure of the coalition, its activities, and its outcomes are strongly influenced by environmental factors." (Scott, 1981:22-23). The Faculty of Education may be considered as an embedded organization of the University of Alberta.

Environment is defined as the groups, institutions, or social influences beyond the organization's boundaries "... which provide immediate inputs, exert significant pressure on decisions, or make use of the organization's output." (Tosi and Carroll, 1976: 166)

Environmental conditions refer to the dynamics of the general and specific environments as these become reflected in demands, expectations, and policy recommendations of the other organizations for the focal organization.

Organizational adaptation is referred to "as the process by which an organization manages itself or its environment in order to maintain or improve its performance, legitimacy, and, hence, its survival potential." Miles (1982:49)

Strategic-choice perspective refers to organizational adaptation as proactive responses of the organization which attempt to influence the environment by choosing the particular domains on which to focus attention and then changing it.

Structural-contingency perspective refers to organizational adaptation as changes made within the organization in response to changes in the environment. Such an adaptation is made when the environment is regarded as deterministic and all powerful.

D. Delimitations

The descriptive nature of the study and the purpose of the study -- to examine and understand adaptive process of an organization, that is, Faculty of Education at the University of Alberta -- made it inevitable that the focus of the study should be on a single organization. Secondly, organizational adaptation of the Faculty was examined only in the area of teacher education. Further, the study was delimited to the time period 1974-1984.

E. Limitations

Certain limitations were imposed on the study by the nature of the data sources available. These were related to the degree of access to relevant documentary materials and the respondents' willingness to be interviewed. Another limitation was the number of persons who could be interviewed in the available time. As most of the data used in the study were collected in interview situations from persons who were often forced to rely upon their memories in describing events, accuracy in the individuals' recollections for the ten year period might not always have been achieved. Moreover, since the interview data were perceptual data they bear the limitations that are associated with such data. For example, some responses to questions posed by the researcher may have been affected by incomplete knowledge, by the mental state, and by the specific recollections of the respondent at the particular time of interview. Although verbal statements were checked against documentary evidence, sometimes no written record was available on specific events. In addition, where opinions on the causes and effects of certain happenings were sought, interpretations were influenced by the personal perceptions of the interviewees. Furthermore, since most of the interviewees knew the intent and purposes of the study, their interpretations occasionally were

in the language of organizational adaptation. Although there was a conscious effort on the part of the researcher not to allow these statements to unduly affect the interpretations reached, they may have done so to some degree.

Another limitation of the study may be the degree of generalizability of the findings. Since this was a case study, caution should be exercised in generalizing the specific findings to other institutions. Furthermore, the findings may be of greater validity for the time period covered by the study, than they would be for any other time.

F. Organization of the Report

The report which describes this study has been organized into ten chapters including this introductory chapter which covers the purpose, significance, limitations, and delimitations of the study and the definitions of the terms used in the study. Chapter II reviews existing theories of organizational adaptation; two basic approaches -- structural and strategic-choice are discussed in detail. These theories provide a conceptual basis for the initial stages of the study. Chapter III describes the setting of the academic organization with which the study was concerned. In particular, environmental and historical contexts of the Faculty of Education at the University of Alberta are reviewed. The relationship of the Faculty to other organizations interested in teacher education is also discussed. The research design and methodology employed in data collection and analysis are described in Chapter IV. Chapter V deals with the identification of the issues selected for in-depth examination in the study. Chapters VI, VII, and VIII examine the issues selected for the the study. A discussion and analysis of these findings is presented in Chapter IX. The final chapter contains a summary of the study and provides a number of conclusions, recommendations, and implications that are derived from the study.

Chapter II

THEORIES OF ORGANIZATIONAL ADAPTATION AND CONCEPTUAL FRAMEWORK FOR THE STUDY

In this chapter, a review of organization theory developed over the last two decades on organization-environment relations and organizational adaptation is presented. A description of the related research in the area follows. The final section of the chapter presents the conceptual framework that was adopted for the study.

The theoretical orientation for the study comes from two separate but related bodies of literature. In the first place is the literature on open systems and organizational environments (Katz and Kahn, 1978; Aldrich, 1979) as the study rests on the assumption that organizations exist in dynamic environments and their functions can only be understood by taking these environments into account -- that organizations adapt to environmental changes in order to survive and to remain viable. The body of literature on organizational adaptation is relatively new; according to Cameron (1984:124) most of it has appeared since 1970. Nevertheless, it provides different theoretical approaches to understanding organizational adaptation: the structural approach and the strategic-choice approach are two of these. An integrated model, which combines the effects of both the structural and strategic modes of adaptation, is proposed.

A. Organization and its Environment

All organizations can be viewed as systems because a system is considered to be a grouping of events, activities, and/or processes that are treated as units. These sets of components are related and organized to attain the ends for which the system is established. While classical theorists regard organizations as relatively closed systems, depending largely on

internal efficiency of operation for their success, the open systems model includes both the internal dynamics of the organization and its relation with external groups. In this study, organizations are considered not as closed systems, obedient only to their own laws, but as open systems, sensitive and responsive to changes in their environments.

The open systems view of organizations, advanced by Boulding (1956) and Miller (1959), was made explicit by Katz and Kahn in 1966. It is recognized by these theorists that elements, both internal and external, interact. Scott (1981) posits that the open systems model stresses the reciprocal ties that bind and interrelate the organization with those elements that surround and penetrate it. He declares (1981:120), "The environment is perceived to be the ultimate source of materials, energy, and information, all of which are vital to the continuation of the system. Indeed the environment is ever seen to be the source of order itself."

Most of the open systems theorists believe that an organization is in a symbiotic relationship with its environment (Khandwalla, 1974), taking from it the inputs needed for its operation and exporting to it the outputs of goods and services needed by the environment. Organizations as open systems can be viewed as energic input and output systems in which the energic return from the output reactivates the system (Katz and Kahn, 1978:752). This implies that an organization has permeable boundaries which permit the flow of resources and products between the organization and its environment. But at the same time the environment may offer limits or constraints. The environment becomes a source of both threats and opportunities, of constraints and contingencies that affect the survival and performance effectiveness of an organization. The environment becomes a major reality with which any organization must cope. Katz and Kahn (1978) contend that all organizations must cope with external demands while maintaining internal equilibrium. Variation and change in the environment may require variation and change in the organization. That is the reason the adherents of open systems theory (Schein, 1970; Mott, 1972; Katz and Kahn, 1978) regard organizations as open and adaptive systems struggling to perform and survive in a larger context.

There has been substantial increase in research on the interaction between organization and environment in the past few decades (Cyert and March, 1963; Emery and Trist, 1965; Thompson, 1968; Terreberry, 1968; Pfeffer, 1972; Starbuck, 1976; Miles and Cameron, 1980). One focus of these organization-environment studies has been the adaptation of the organization to the environment.

But to determine what parts of the external world are significant aspects of an organization's environment is a critical task. The environment has long been taken as a residual and amorphous entity because an organization's environment has been defined as "anything" not part of the organization itself. Miles (1980:195), however, posits that this residual definition of organizational environment does not distinguish between (1) those elements that are *explicitly* relevant for and in *direct* contact with the focal organization; (2) those elements of environment that are *potentially* relevant for and in *indirect* contact with the focal organization; and (3) those elements that are truly residual.

Hall (1977) calls the first two of these categories the specific and general environments. The general environment consists of cultural conditions in which the organization exists. General environmental conditions are the concern of all organizations and include historical, socio-cultural, ecological, political, legal, and technological conditions which have definite effects on organizations and their planning. Because of their elusive nature, however, it is not very easy to point out the definite impact of these "potentially relevant" conditions on the focal organization. Hall (1977) suggests that there is little known from research to permit specification of the degree of organizational variability that is due to these external conditions. Hall (1977:312) posits:

> ...while the roles of technology, legal patterns, culture, and so on have been demonstrated to be important, we cannot even assign a ranking to the various factors to indicate their relative importance. The situation is further complicated by the fact that these general environmental factors themselves interact, so that it is difficult to isolate any one thing for analysis.

Nevertheless, it is possible to observe shifts both in general environment conditions and in the responses and outcomes for organizations as they perceive or misperceive those shifts. For this reason Miles (1980:195) emphasizes that organizations must create special

environmental scanning and monitoring activities to deal with them.

The specific environment has an immediate relevance for the focal organization. It includes individuals, special interest groups, professional organizations, and those institutions and organizations which form a dependency relationship with the focal organization. Evan (1965) contends that the elements of the specific environment constitute the focal organization's "organization set." The decision making autonomy of the focal organization is affected by the type of linkages the focal organization has with the members of the set. Other organizations of the set may be sources of input or receivers of output. Organizational relationships also vary in the form of interaction because of the nature of linkages. Thus, the general environment has a less direct influence on the organization. Moreover, as it is difficult to capture the demographics of the general environment, the bulk of the literature has been concerned with the specific environment of the organization and the interaction pattern of the focal organization with the other organizations in the organization set.

The external environment to which organizations adapt have been characterized in many ways by different people (Jurkovich, 1974; Shortell, 1977). Uncertainty, dynamism, heterogeneity, complexity, instability, and turbulence are some of the characteristics that have been recognized by researchers (Emery and Trist, 1965; Terreberry, 1968; Khandwalla, 1972; Duncan, 1972; Pfeffer and Salancik, 1978). However for "embedded" organization -- that is, organizations such as departments or divisions that are part of a larger organization -- the parent organization itself may form a substantial part of the external environment (Khandwalla, 1977:326). Consequently, both the autonomy and adaptability of such an organization may be largely dependent upon the "parent" organization.

B. Organizational Adaptation

Promoted by the open systems theorists, adaptability of an organization has become an important organizational phenomenon. The works on the adaptiveness of organization (Burns and Stalker, 1961; Chandler, 1962; Woodward, 1965; Thompson, 1967) have been of

greatest theoretical interest to the researchers in the area of organizational effectiveness. Steers (1977) mentions the works of Bennis (1962), Katz and Kahn (1966), Price (1968), Mott (1972), Duncan (1973), Gibson et al. (1973), and Webb (1974) who used adaptability as one of the criteria of organizational effectiveness. Later Cameron (1978) studied adaptability as one of the criteria of organizational effectiveness for his study on higher education. Different organizations, such as hospitals, churches, universities, government organizations and industries were studied. The results indicate that one of the characteristics having a significant impact on effectiveness is adaptability. Paul Mott (1958) believes that organizations that adapt to their environments are more effective in the long run than those that do not. Bidwell and Kasarda (1975), Hirsch (1975), and Katz and Kahn (1978) define effectiveness as the ability of the organization to adapt to, manipulate or fulfill expectations of the external environment. Gibson (1980) sees adaptability to change as an important characteristic of organizations. He states (1980:8) that, "in the long run adaptability is the key to the survival of the organization." Other studies on organizational effectiveness, which take an open systems perspective, also posit that the effectiveness of an organization concerns the organization's relation with its environment (Hannan and Freeman, 1977) and particularly the organization's adapting to and managing the environment (Hirsch, 1975; Aldrich and Pfeffer, 1976). In these studies adaptability is a term used to describe the behavior of many kinds of systems. Some times adaptability is combined with flexibility which, according to some theorists (Cameron, 1978), may do well in the area of external transactions but does rather poorly in effectiveness domains. However, in the literature on organizational change, adaptation and change have been taken as two sides of the same coin (Gawthrope, 1970). Adaptability means the organization's response to environmental complexity by adapting and changing. Steers (1977:65) defines adaptability as "the ability of an organization to change its standard operating procedures in response to environmental changes, to resist becoming rigid in response to environmental stimuli." For Cameron (1984:123) organizational adaptation is "modifications and alterations in the organization or its components in order to adjust to changes in the external environment." Schmuck et al. (1977:9) contend that

organizational adaptability is constructive adaptation to change, not merely adjusting or acquiesing to externally imposed change.

Adaptation is best understood by looking at what changes are made in response to which environmental stimulus. Not only the outcome, but the complex process of adaptation is also important as Cameron (1984) posits, "Adaptation generally refers to a process, not an event, whereby changes are instituted in organizations." Moreover, although adaptation is referred as a response pattern, Cameron (1984:123) believes that:

> It does not necessarily imply reactivity on the part of an organization (i.e., adaptation is not just waiting for the environment to change and then reacting to it) because proactive or anticipatory adaptation is possible as well. But the emphasis is definitely on responding to some discontinuity or lack of fit that arises between the organization and its environment.

This is the reason that all prevalent modes of organizational adaptation are characterized by interaction among the variables of organizational environment, organizational structure and reactive or proactive processes.

C. Theories of Organizational Adaptation

Cameron (1984) claims that approaches to organizational adaptation fall into four groups. First is the "population-ecology" or the "natural-selection" perspective which argues, in the most general terms, that organizations cannot adapt, and that changes in the environment, not in the organization, determine organizational effectiveness and survival (Cameron, 1984). The population ecologists suggest that adaptation is meaningful only if viewed from the population level of analysis. Another approach to adaptation is the "life-cycle" approach. This approach emphasizes evolutionary change and accepts the powerful role of the environment but allows for managerial discretion (Cameron and Whetten, 1981; 1984; Quinn and Cameron, 1983). This perspective assumes that single organizations progress through sequential stages of development. At each stage (there are at least four) unique organizational features develop to overcome certain general problems encountered by all organizations. Without direct managerial intervention, to alter this natural

evolution, organizational adaptations tend to follow a predictable sequence. Still this approach is less deterministic than the "population ecology" view-point because it assumes that the managers can speed up, slow down or even abort this sequential development by their actions.

Other theorists believe that organizations respond to environmental complexity by adapting, being innovative and being manipulative. Modes of adaptation by organization are viewed by these writers as being of two basic types -- structural and strategic-choice. Recently some theorists (Hrebiniak and Joyce, 1985) have promoted an integrated model of the above-mentioned theories.

Structural Changes and Adaptation

This theory rests on the fundamental assumption of a given, deterministic, immutable market environment. The primary contributors to this theory were economists who had built a rather formal theory of the firm, in which the fate of organizations was largely predictable, given certain characteristics of their market environment. Later this most pervasive viewpoint on organizational adaptation was adopted by the contingency school of organizational behavior (e.g. Dill, 1958; Burns and Stalker, 1961; Lawrence and Lorsch, 1969; Lorsch and Morse, 1974).

According to these theorists, organizational effectiveness is a function of the correctness and tightness of "fit" between the structure and the processes of an organization and of its environment. These theorists view organizational adaptation as the means by which organizations adjust themselves -- their scale of operations or their structure -- to conform with the dictates of the immediate environment. The responsibility for engineering such alignments is presumed to be entirely that of the organizations and failure to make these internal adjustments is predicted to result in relative organizational inefficiency and ultimately in the inability to persist (Miles, 1982). The results of the contingency theory studies reveal that certain structure-environment "fits" are likely to be more effective than others. Studies by Arthur Stinchcombe (1965), Burns and Stalker of London's Tavistock Institute (1961),

and the Harvard group led by Jay Lorsch and John Morse (1974) contributed greatly to the understanding of the contingent relationship between organizational environment and the effectiveness of organizational structure.

The group of researchers who attempt to analyse organizational adaptation in response to these environmental conditions posit that there exists an optimal fit between organizational structure and environment. In 1967 Lawrence and Lorsch in their empirical analysis found that different configurations of organizational structure were required to cope with different environmental conditions. They found that organizational departments operating in certain environments had a more flexible organizational structure than departments operating in more uncertain environments. Terreberry (1968) reported that organizations learn to adapt to their changing environment and emphasized that changes in the organizational environment are such as to increase the ratio of externally induced changes to internally induced changes. Aiken and Hage (1968) agreed that the greater the level of uncertainty in the environment the more flexible will be the structure of an organization. Tosi and Carroll (1977) contended that the structures of organizations are shaped by the environment in which they operate. Meyer and Rowan (1978) concluded that the formal structure of an organization is a function of some environmental ideology relating to organizational activities. Meyer (1978) examined how public bureaucracies respond to environmental changes and explained how and why the environment affects the structure of the organization. Cameron (1984) mentions that there has been considerable research mounted in support of this view and quotes studies by Hickson, Pugh and Pheysey (1969), Aldrich (1972), Child and Mansfield (1972), Khandwalla (1974). In these studies it was recognized that different structures were required in different environments, and the former was contingent upon the latter.

While studies discussed in this section provide many insights into organizational adaptation, they were not concerned with the processes of adaptation, a major focus of this study. These researchers believe that complex and dynamic environments create decision-making uncertainty within organizations. This uncertainty, in turn, may be managed effectively by the presence or adoption of organizational structures better able to facilitate the

process of informational assimilation and integration. This perspective only provides a general logic for understanding the association between organizational structure and contextual factors that make up an organization's environment. By focusing and verifying the relative effectiveness of different alignments between organizational and environmental states, the research virtually ignored the processes by which the organizational adaptation occurred. Comparisons were made between the adaptive and maladaptive alignments both among populations of organizations in the same environment and between different organizational populations and environments. But no attempt was made to understand the etiology of these organization-environment alignments. The understanding of processes, which successfully or unsuccessfully engineer adaptation, was lacking. The only choice management had was "structural choice." Little attention was paid to adaptive processes by which management could choose a new design and implement it. Unfortunately, the results of the studies were often found to be contradictory and progress in the field became stymied (Mintzberg, 1979: 195-98). Miller and Friesen (1980:269) posit that the orientations of these approaches are overly restrictive for use in studying a complex organizational process like adaptation.

Strategic-Choice and Adaptation

Organizations are not simply shaped by their environments. Portions of their activities are devoted to understanding the environment and implementing strategies designed to enhance environment-organization fit and hence organizational effectiveness. This model focuses attention on the processes by which the administrators of organizations alter their structural form, and views mangerial skills and strategic-choice as the primary links between the organization and its environment. As indicated earlier, Miles (1982:49) defines Organizational adaptation "as the process by which an organization manages itself or its environment in order to maintain or improve its performance, legitimacy, and, hence, its survival potential." The process approach takes the position that unless organizations can sense the changes in their external environments (through information processing), and unless organizations take the right decisions to cope with external changes, they cannot remain viable

(Miles, Snow and Pfeffer, 1974; Egelhoff, 1982). Further, the process of organizational adaptation also involves attempts to modify the environment as well as the organization, in response to the environment (Cyert and March, 1963; Starbuck, 1965; Thompson, 1967).

The work of business-policy scholars and students of "institutional" analysis emphasizes the role of "strategic-choice." This view takes the position not only that organizations are capable of learning and adapting to a changing context, but they often exercise a considerable measure of choice about the kinds of environments they will operate in and adapt to. This perspective observes not only that complex organizations have the ability to alter themselves to conform to the contingencies posed by their environments, but that they may exercise considerable influence on the environments in which they operate. These choices range from the manipulation of environmental features to make them more accommodative of organizational goals, strategies, and structures to the actual choice of the environments in which an organization wishes to operate. From this perspective, organizational adaptation is a managerial task. Nothing else but the "fundamental quality of executive leadership" enables an organization to minimize the constraints on adaptation, and to maneuver itself through environmental obstacles to domains abundant in resources and opportunities (Barnard, 1938). The strategic role involves two primary areas of responsibility: internal or organizational, and external or environmental. On the internal side, this involves identifying and developing the competences of the organization. So the first strategic move is to stay abreast of the organizational resources and the opportunities and risks presented by organizational environments. This assessment means identifying feasible alignments of environmental opportunities and risks, on the one hand, and organizational resources and capabilities, on the other.

Moreover, the executives have to create and maintain effective alignments between organization and environment. According to Child (1972) to cope with this responsibilty executives have three options: (1) strategic options, (2) structural options, and (3) performance options.

Strategic options is the choice of an organization to operate in certain domains or segments of domains. It implies that the organization may deliberately ignore some environmental pressures and may not respond to them at all. This type of "no" response is to protect the integrity and stability of the organization. It is in sharp contrast with the "no adaptation" which comes from the insensitivity of the organization to the environmental changes. Strategies may also be developed to create new environments, to discard the old ones, or to segment the environment in order to tailor relevant portions of it to the organization's competences and resources. By these means, the environment may be aligned, in whole or in part, to the organization. Then comes the choice of internal structures and processes. Miles (1982) points out that rearrangement of the structural framework can be used to channel organizational competences, resources and commitments in support of new strategy to change the environment. Finally, alignment between organization and environment may come through changing the performance standards under which the organization operates. A number of general coping strategies have been suggested by theorists to cope with the external environment in a proactive or reactive manner. Thompson (1967) describes three types of strategies: intraorganizational, such as buffering, smoothing and forecasting; interorganizational strategies, such as competition, bargaining, cooptation and coalition and domain choice strategies. He concludes that organizational effectiveness depends on the ability of an organization to choose strategies and create units capable of managing specific features of the environment that could otherwise disrupt the efficiency of internal operations.

In sum, the strategic-choice perspective reveals that environmental conditions are subject to being influenced by organizations. Strategy can be viewed as "a mediating force between the organization and its environment" (Mintzberg, 1979:25). The strategic-choice perspective emphasizes the existence of organizational volition. Child (1972:10) contends that, "environmental conditions can not be regarded as a direct source of variation in organizational structure....The critical link lies in the decision-maker's evaluation of the organization's position in the environmental areas they regard as important, and in the action they may consequently take about its internal structure."

Paul Mott (1972:18) defines adaptability as a "multifaceted process." He recognizes two phases of organizational adaptation; symbolic and behavioral. Symbolic adaptation begins when members of an organization become aware of a problem. Mott believes that people are relatively adaptive if they become aware of problems before they seriously affect the organization. Mott contends that even when the necessary awareness exists, little is gained unless appropriate solutions are formulated. This step requires a combination of awareness and knowledge of the tools and techniques that can be used to solve the problem. Even formulated solutions are just symbols not behavior. The second adaptation is behavioral which includes problem-solving and prompt and prevalent acceptance of solutions.

There are studies which conclude that organizational effectiveness depends on the organizational ability to adopt adaptive and strategic processes to manage and manipulate the external environment. The relationship between an organization and its immediate environment is one of continual adjustment in which the focal organization is affected in more than one way. Blau and Scott (1962) contend that success of an organization increasingly depends upon its ability to establish symbiotic relations with other organizations in which an advantageous exchange takes place. Competition, cooptation, negotiation, coalition are different forms of interorganizational relations representing strategies to gain environmental support (Thompson, 1967; Price, 1968; Aldrich, 1979). Similarly, there are some intraorganizational strategies to cope with environmental uncertainty and heteroegenity (Thompson, 1967). Miles (1980:293) gives a long list of the strategies explored in contemporary organizational research. Mostly, these strategies are chosen to control the environment or to secure resources. Pfeffer and Salancik (1978:106) suggested that the organization can adapt to fit environmental requirements or the organization can attempt to alter the environment so that it fits the organization's capabilities. They argue that organizational adaptation to the environment could include diversification, growth, cooptation, merger, engaging in political activities or total absorption of the environment. Hirsch (1975) shows that firms within the same industry can collaborate to make their environments more manageable. This emphasis on processes identifies the organization's

ability to control its environment in addition to adapting its own structure to the environment (Cyert and March, 1963; Starbuck, 1965; Thompson, 1967; Duncan, 1973). These studies are more concerned with the strategic moves of the decision-makers in the organization. Organizational adaptation is viewed as an active, strategic decision process (Mericle, 1979).

Another set of studies focuses on adaptive processes to identify how organizations adapt to their environmental conditions. Meyer (1978) quotes the studies by Chandler (1962), Sloan (1965); Hedberg, Nystrom and Starbuck (1972), Mintzberg (1973), Miller and Friesen (1980) that reveal processes that are needed to characterize the adaptation of an organization. The adaptive processes, recognized by Hedberg et al. (1976) are awareness and assessment of environmental changes, information processing, selecting environments, monitoring and predicting changes, buffering fluctuations in the flow of resources across organizational boundaries. Miller and Friesen (1980) studied thirty-six organizations and one hundred thiry-five organizational adaptations in an attempt to identify how organizations adapted over time. Evidence for strategic-choice is found in their historical case studies and they identify "archtypes of organizational transition" The major archtypes among succesful organizations included entrepreneurial revitalization, scanning and troubleshooting, consolidation, centralization and boldness, and decentralization and professionalism. Mintzberg (1973) shows that adaptation is influenced by variables such as production, risk taking, the multiplexity of decision making, planning horizons or futurity, and complementarity or integration of decisions. Tonn (1973) mentions that organizational adaptation consists of an organizational capacity to assess the status of the environment, to store and retrieve the functioning of the organization, to determine the kind of action suggested by the information, to act upon the decisions, and to assess the result of the action and feed it back into the environmental monitoring process. According to Miles (1980), the key stages in the organizational adaptation process are the initial choice of domain, the environmental factors to which administrators attend, managerial perceptions and beliefs, reactive and proactive strategic choices designed to alter or respond to internal or external environments, and organizational learning from environmental feedback regarding the

outcomes of its actions. Miles (1980) and Adams (1976), Leifer and Delbec (1976), and Miles (1978) (quoted in Miles, 1980) suggested that as the rate of change and heterogeneity in the environments increases, there must be concomitant increases in information search activities, the rate of filtering and changing organizational filters, the levels of negotiating with environment and in the degree of representation activity. Miles and Snow (1978) suggest that organizations develop a "strategic competence" that leads them to implement various types of strategies at different times and different ways. They classify organizations as "prospectors," "analyzers," "defenders" or "reactors." Prospectors are initiators, analyzers wait before implementing new adaptations, defenders are slow to adapt and reactors implement strategies sporadically and are often unable to follow through with consistent adaptive responses.

This literature provides additional knowledge as to what might constitute organizational adaptation -- what strategies, techniques other than structural changes may be examined to understand the phenomenon of adaptation.

Integrated Model of Adaptation

Some theorists (Yoshihara, 1976; Miles and Snow, 1978) advocate the combination of the above-mentioned two models. Organizations that fail to structure properly to implement the strategies, or to fit the environmental conditions implied by these strategies, may find themselves at a relative disadvantage in exploiting their environments (Egelhoff, 1982:435). While the process models are dynamic and emphasize organizational volition, the contingency models are static and focus on constraints posed by the external environment. Both perspectives are needed to provide a balanced view of organizational adaptation. Miles (1980) summarizes the integration by contending that while contingency models have potential for increasing the administrators' awareness of where their organizations *ought* to be, process models suggest *why* and *how* they get there. Hrebiniak and Joyce (1985:346) mention that "the interdependence and interactions between strategic choice and environmental determinism define adaptation; each is insufficient and both are necessary to a satisfactory explication of

organizational adaptation."

Yoshihara (1976:107) calls these aforementioned modes of organizational adaptation: *exploitative* and *strategic*. He believes that there is a cyclic utilization of these two modes of adaptation. He tries to explain his position in terms of the process of decision making. To Yoshihara (1976) strategic adaptation means the adaptation by means of alterating the linkage between organization and environment. Yoshihara contends that strategic adaptation proceeds stage by stage through strategic decisions, operating decisions, and administrative decisions. At the first stage a new strategy is devised to cope with emerging environmental changes. At the next stage the new strategy is implemented on an extended scale. Then the central task is to build production facilities, devise production schedules, plan marketing policies, develop different channels, and so on. In other words, the emphasis shifts from strategic decisions to operating ones. Implementation of a new strategy on a large scale almost always brings about unanticipated new administrative problems to the existing administrative structure. To restore a well-coupled relationship between the strategy of the organization and the administrative structure, a new administrative structure must be devised and installed. On the other hand, where the environment relationship is considered *to be given* for the organization and managers seem to accept the existing linkage relationship, "exploitative" adaptation takes place. Since the environmental linkage relationship remains the same, strategic decisions are inactive and only operating and/or administrative decisions are involved.

With this broad perspective, then, organizations may adapt by reacting to environmental changes or by complying with external mandates. They may adapt by forecasting or anticipating environmental events so as either to restructure themselves to cope with them or prevent the occurrence of those events. Administrators may use one or a combination of types of adaptation but Yoshihara (1976) believes that an integration of different phases into a coherent scheme is desirable. He contends that not even strategic adaptation is appropriate for all situations. While strategic adaptation is suitable for dealing with major environmental changes, the incessant minor environmental changes are beyond the reach of the concept of strategic adaptation. But both perspectives are needed to provide a

balanced view of organization-environment relations. While one is helpful in prescribing the most congruent structures to deal effectively with different environmental contexts, the other focuses attention on the processes by which these ideal "fits" are engineered and managed; it recognizes that the strategic-choices that may be reactive or proactive and the target of change may be internal or external. While most of the organizational studies focus on one or the other, some writers attempt to combine strategy and structure. They believe that these processes and modes must be combined in order to have a good chance of bringing about effective adaptation. Miles and Snow (1978) propose an adaptive cycle model of adaptive process, using a strategic choice perspective. Miller and Friesen (1980) have identified twenty-four environmental, structural, and strategy making variables. They propose a typology to categorize the various forms, or archetypes, that organizations use during periods of adaptation. Miles (1982), taking the strategic-choice perspective, studied three modes of strategic adaptation of six tobacco industries: domain defense, domain offense, and domain creation. They concluded that initially for survival and later to recapture the lost market, the six tobacco industries used different strategies and were quite successful. Alan Meyer (1982) studied a hospital's organizational adaptation considering strategies, structures, ideologies, and resources, and found that ideological and strategic variables are better predictors of adaptation to environmental jolts than structural variables. Recently, Hrebiniak and Joyce (1985) have questioned the assumption that strategic-choice and environmental determinism represent mutually exclusive, competing explanations of organizational adaptation. They depict choice and determinism as independent variables positioned on two separate continua to develop a typology of organizational adaptations. They posit that the interactions of these variables may result in four main types (1) natural selection (with minimum choice and adaptation), (2) differentiation (with high choice and high environmental determinism and adaptation within constraints), (3) strategic-choice with maximum choice and adaptation by design, and (4) undifferentiated choice (with incremental choice and adaptation by chance).

These studies show that there are various information gathering, decision making, and strategy making processes with which the organization copes. As a result of these processes

there are certain types of adaptation, internal or external, in organization-environment relations. This integrated approach has been taken in the proposed study to examine how various adaptive and strategic processes are used to effect better "fit" between an organization and the environment by making changes in the structure, activities, or external relations. Starbuck (1976:1102-3) defines an adaptive organization as follows:

> An adaptive system is both reactive and selectively active. It reacts to changes in and signals from its environment, and possesses a characteristic repertoire of response patterns. It also selects environmental settings to which it is capable of responding, and either learns new reaction patterns that match its environment's requirements, or undertakes to modify its environment's properties to bring them into line with its own capabilities. So to analyse such a system effectively, a research must strive to distinguish among and to comprehend individually the system's short run, immediately programmed reactions, its flexibilities for learning new reaction patterns or rigidities for preserving old ones, and its long-run strategies for selecting or creating appropriate environmental setting.

In general, administrators can use two different modes of adaptation -- structural (reactive changes within) and strategic (proactive changes without) -- at two different phases: symbolic (stage of preparation) and behavioral (stage of implementation or modification). Selection depends on the judgement of the administrators, on their perceptions regarding environmental needs, and on their decisions.

D. Conceptual Framework

The conceptual model for the study may be described by a series of propositions:

1. Organizations are not self sufficient; they have a symbiotic relationship with their environments.
2. Most of the change in the organization is brought about by events or forces outside the organization. These environmental conditions may present opportunities for and/or threats to the organization.
3. In order to secure its survival and growth the organization, as an open system, responds to the significant environmental changes. The organization's response is what is being referred to in the study as adaptation of the organization to environmental conditions.
4. Environmental imperatives to change may be studied at two levels: the general

environment level (cultural, economic, demographic, social factors) or the specific environment level (individuals and organizations in direct interaction with the focal organization).

5. In response to environmental stimuli the organization may decide to respond positively (that is, to agree to make internal changes) or negatively (that is to agree to make no internal changes). This means that the organization may choose from the following directions, (1) to make no operational change within the Faculty that may also include a decision to manipulate the environment and change it, or (2) acceptance of the idea that leads to preparedness for change and to a decision to make behavioral changes. Thus, after deciding to change, the organization may go through two phases of adaptation: one, preparedness for adaptation and actual behavioral changes. These two phases have been referred to by Mott (1972) as symbolic and behavioral adaptation. Preparedness for adaptation (symbolic phase) includes adapting by seeking information that reflects knowledge of environmental uncertainty and organizational preparedness which, however, does not generate any visible changes in the organization. The process of gaining/generating awareness, perception and assessment of environmental conditions constitutes this type of adaptation. Implementation (behavioral phase) reflects some definite changes. This phase includes definite changes in structures, operations, and technology of the organization.
6. Two types of adaptation are distinguished -- structural adaptation and strategic adaptation. Structural adaptation refers to behavioral changes made within the organization. Such an adaptation is made when the environment is regarded as deterministic and all powerful. Generally gradual, familiar and cyclical environmental changes induce structural adaptation where decisions regarding operations and administrative structures are applied and changes made.

Strategic adaptation refers to proactive responses of the organization which attempt to influence the environment by choosing the environmental domain to work on and to change it. The process of strategic adaptation proceeds through three distinctive

stages: formulation of a new strategy, development of an operation system, and adjustment of the administrative structure to the new strategy and operation system.

7. There exists a relationship between the type of adaptation and the nature and extent of the changes introduced. According to the structural-contingency perspective an organization attempts to create a "fit" between environmental demands and organizational arrangements by engineering internal changes because environmental determinism and immutability are accepted. On the other hand, strategic adaptation brings in changes in organization-environment relations and introduces long-term changes.

Although this study was concerned to the effects of the environment, in general, on the organization, and it was particularly concerned with the specific environment and the adaptation of the organization to the conditions of the specific environment. The study did not extend to a consideration of interaction patterns of organizations. It is not an interorganizational study. Rather, the study was focused on identifying the impact of the external organizations on the focal organization.

E. Summary

This chapter has reviewed the literature on organizational adaptation. The theoretical orientation discussed in the earlier part led to the conceptual model for the study. It was recognized that organizations exist in dynamic environments to which they adapt. Most of the adaptations made by organizations are in response to the forces outside the organizations. Whenever the external influences or demands are considered all powerful, organizations tend to respond reactively, changing their internal activities or structures. On the other hand, sometimes organizations use strategic processes and attempt to manipulate their environments and change the relationships between organization and environment. Both modes of adaptation -- structural and strategic -- are needed to meet environmental pressures. Moreover, there are few instances of no adaptation in organizational response. Organizational adaptation is contingent upon the nature of environmental pressures, organizational needs and

competences, and the executive leadership of the organization. The theory and research in the area helped the researcher to identify the patterns of adaptation, including the nature of the adaptations, the reasons for the adaptations and the effects of the adaptations. The researcher recognized, however, that a theoretical base might impose certain limitations on any research. These limitations, which come with the theory itself, act as constant reminders of what is conceptually important in the study. That is the reason the theoretical orientation of the present study was used only as an initial guide for the research effort, although later this orientation had also provided a basis for examining and analysing the findings of the study.

Chapter III

THE FACULTY OF EDUCATION AND ITS ENVIRONMENT

This chapter portrays the general setting of the Faculty of Education at the University of Alberta. Divided into three sections, the chapter begins with a discussion of the research done on universities and their environments. In the second section of the chapter the general environment of the Faculty of Education at the University of Alberta is discussed. The third section describes the specific environment of the Faculty within its historical context and the linkages of the Faculty with the external organizations. The chapter is based on descriptive data mostly derived from an examination of documents and supported by interviews.

A. Universities and their Environments

Traditionally, academic organizations like universities have combined certain fixed norms, values, structures and power relations so that very few ideas could break the status-quo. Because of the autonomous nature of universities, educators in these institutions could afford to ignore the environmental influence. This, however, does not mean that the higher education system remained unaffected by environmental changes. In spite of deeply rooted traditions, the universities have shown a natural capacity to accommodate to changes in the environments. But this natural process of adaptation did not attract researchers. Just a few years ago the studies concerned with organization-environment relations in the field of higher education were comparatively few. In 1968, Katz and Kahn observed that universities had not developed specialized adaptive mechanisms and most universities had relatively few and indirect transactions with their environments. Therefore, theoretically-based studies on organizational behaviour had typically ignored the issue of organization-environment interaction. These studies placed importance on internal functionings of the organization, like

structure, coordination, problematic goals, unclear technologies (Edward Gross, 1968: Ikenberry, 1971; Cohen and March, 1974; Baldridge et al., 1975; in Frey, 1977), and decision-making (Kast and Rosenzweig, 1970; Baldridge, 1971 in Frey, 1977).

Later the focus shifted as McConnell (1971) contends that the image of higher education has changed from secluded autonomy to one of involvement and visibility. He posits that the traditional image of higher education -- "a university located in an idyllic, small-town setting remote from the crowd and noise of city, unsoiled by politics, unaware of racial injustice and culturally self-contained" -- does not exist anymore. Through its contractual arrangements with business, government, and professional groups, the university has taken on roles and functions which depart from those associated with the classical academic tradition.

Lately, it has been recognized by theorists (Cameron, 1984) that for the effectiveness of institutions, administrators have to look outside as well as inside of the institution. Cameron (1984:135) maintains:

> For managers and administrators in higher education to assure capacity for survival, strength and soundness, adaptability to sudden change, and the ability to take advantage of new opportunities in a post industrial environment with turbulence, information overload, rapid-fire events, and complexity all increasing at exponential rates, they will need to become Janusian thinkers and develop Janusian institutions.

The research done in the field recently shows the same trend. Harold Hodgkinson (1971) published his findings of change in higher education during the decade 1960-70 under the title "Institutions in Transition." In 1980, Verne A. Stadtman's study "Academic Adaptations" concluded that colleges and universities are never isolated from the major events and trends of the times in which they exist, and many of their internal changes are responses to the swirl of the world around them. Stadtman studied the academic institutions and five events in 1970 which he thought significantly represent the context in which universities operate. The study records the adaptations of the organizations to the forces at work in the 1980s. Stadtman found that the realities and consequences of all these trends affected different types of institutions in different ways. Some other studies specifically deal with demographic and economic changes in society and their impact on these institutions.

Some researchers picked up the theme of university-environment relations and studied the dependency relationship of an academic institution to its environment. Frey (1977), for example, believes that colleges and universities by virtue of their increased interaction with the environment, have become dependent on other organizations, e.g. state legislature, commodity groups, and federal government agencies, for resources. Other studies deal with the declining autonomy of academic organizations and increasing influence of external organizations on the decision making power of these institutions. External organizations, the most significant of which is government, are gaining greater influence in university decisions. Elliott (1979) posits that even industrial groups and private foundations have acquired a great deal of control over universities.

Other studies in this area were more concerned with the autonomy of higher institutions and external influences. Kerr (1973), Chambers (1976), Kaysen (1979), Elliott (1979), and Enarson (1981) contend that organizations and conditions external to the university should be held responsible for the declining autonomy of universities. Kaysen (1979) and Enarson (1981) both conclude that regulatory groups like governments affect a university's autonomy in more than one way.

According to Lindquist (1978) there has been a lack of systematic research regarding how universities respond or adapt to external influences. There have been studies, however, (Hatfield,1970; Pfnister,1976) which claim that the universities are responsible for the conditions leading to declining autonomy as they have failed to respond adequately to conflicting pressures and lost public confidence. Most of the existing research on organizational change concludes that universities and colleges resist changing (Martin, 1969). These researchers claim that this resistance is mainly due to the bureaucratic nature of universities. Flaig (1979:20) indicates:

> Although most bureaucracies are slow to adapt to changing needs, universities are, because of their structures, most difficult to turn in new directions. Within the university, power is diffused among department chairmen, deans, faculty committees, student organizations, faculty senates, provosts, presidents, board of governors, alumni, and legislators. In addition, the contractual relationship of most faculty members with the university makes it difficult to move faculty who do not want to move .... Universities are thus among the most difficult institutions in which to bring about change, since many contravening pressures usually lead to solutions

maintaining the status-quo.

But at the same time these studies report that whatever little change does happen occurs more by external pressures than internal planning. Lindquist (1978:63) quotes Hefferlin (1969), who concluded that, "while the responsiveness of an organization to change is significantly affected by internal factors, the institution will seldom alter its functions without external influence. Outsiders initiate; institutions react." Martin (1969) found in his study that most structural changes in undergraduate education in the 1960s were due to one influential external group -- the students. Riesman, Gusfield, and Gamson (1970) conclude that pressures from outside critics, or students are the only leverage to support educational reformers. Cohen and March (1974) suggest that these external pressures affect every institution, regardless of the finest leadership.

In accepting the influence of the external environment, there are researchers who have concentrated on the process of adaptation. Feuerborn (1971) developed a theoretical model of organizational adaptation. He reported that the adaptive sub-system in Higher Education responds to the task environment by engaging in certain kinds of activity, such as long range planning, innovation, and evaluation. This activity is differentiated to correspond with the general level of uncertainty present in the task environment. Feuerborn emphasized that information processing is necessary to provide reliable knowledge about the task environment. This process would help the organization to have more effective instruments for controlling the pressures from the environment and for taking advantage of opportunities offered by the environment.

Tonn (1973) in an attempt to study organizational adaptation in several colleges tried to assess the processes of information gathering and decision making at these colleges. She concluded that colleges were moderately successful in acquiring information about environmental change, but rarely engaged in very thorough examination of this information. The decisions that were made vis a vis the environment were usually the kind that avoided confronting the sector by interactions with another part of the environment.

The recognition of increasing turbulence in the environment of higher education has led researchers to study dimensions of strategic change and planning for higher education to assure institutional survival and growth (Young, 1981; Cope, 1981). In the absence of such strategic moves, Young (1981), foresaw the danger of obsolescence, with the consequence of loss of economic, political, and social support which may lead to institutional decay. Young (1981:7) recognized that the responsibility for adaptation and transformation rests with the leaders of higher education. He suggested, "within the last few years, the initiative for academic development has shifted from the scholarly community to the central administrative staff." Some researchers have even found the theoretical strategic models, developed for industrial organizations, relevant to the study of college and university management (Cameron, 1983).

A more recent and germane study on Canadian Faculties of Education was conducted by David Hopkins in 1982. Hopkins reported that Canadian teacher education is a victim of a paradox, that is of change and no change and argued that faculties' ability to change at the level of structure was not matched by an ability to change at the level of practice. He suggests two explanations for this characteristic were related to (1) barriers to change and (2) vulnerability of the teacher training institutions. The three barriers Hopkins discusses are descibed as systemic, organizational and individual. Under systemic barriers come economic factors, political pressure, vulnerability, central university administration and tradition. Organizational barriers include lack of clear mission, incongruent reward system, poor communication, absence of linking structure, inadequate implementation, and a few others. Individual barriers include poor leadership, pluralism of role, incompetence, emotional resistance and innovative fatigue. Examining the problem of change in these Faculties, Hopkins identified five categories of faculties grouped according to the manner in which they responded to environmental pressures or changes. Hopkins referred to their response "sagas" or mythologies which emerge from the "historical emotional experience" of faculties. The five categories are (1) institutional retrenchment where there has been prolonged pressure for change but the Faculty has resisted and now has become unconcerned; (2) inertia or paralyzed

into inaction, that means that the Faculty has been so overwhelmed by the acting external forces that it has become paralyzed to do anything in response; (3) innovative fatigue and suspicion where the Faculty struggles to change but unsuccessfully which leads to suspicion and hostility; (4) slowed by myth where a Faculty is successful in making changes which guide the present direction but at the same time the Faculty is unwilling to take risks and make further changes, and (5) there is a Faculty which is relatively free to change. This Faculty does not have inhibiting myths although it also faces other organizational and environmental barriers to change. There is awareness of its limitations, good relations with the field, good internal communication, well integrated with the University and has an ability to mobilize resources. Hopkins found these sagas were evenly distributed among Canadian Faculties of Education.

The above-mentioned studies are grounded in the view, based on the assumption that institutions of higher education are not unique in their need to be environmentally responsive. Although universities are not entirely captured by their environments, they are steadily losing ground; their vulnerability is increasing. This vulnerability poses problems and threats that must be addressed. These studies show two things: universities and colleges are aware of environmental changes but there seems to be an historical inertia which makes them either slow to respond to or avoid the environmental pressures. The studies provide an understanding of adaptation in universities which is useful in examining the patterns of adaptation of the focal organization of the present study, namely the Faculty of Education of the University of Alberta.

B. General Environment of the Faculty of Education

In this section the general environment affecting Faculties of Education and other institutions of higher education is discussed with special reference to the Faculty of Education at the University of Alberta. Recognizing the importance of environmental forces on Faculties of Education in Canada, Andrews (1983) indicates that the future of these Faculties

might be strongly influenced by environmental constraints. Andrews foresees that Faculties will be in continual conflict with their environments in the future and if Faculties do not respond positively, environments will become increasingly punitive.

The environmental context of faculties and post secondary institutions, like other organizations, is constituted by economic, political, technological, demographical and cultural factors (Hall, 1977). There is some evidence that the economic factor has been considered the most important among all the factors. Gail Barrington (1981) in an attempt to identify possible impacts of environmental forces on Alberta Community Colleges during the decade of 1980-1990 found that according to Hall's typology "economic forces" were judged the most important, followed by political and demographic forces. Technological and cultural/societal forces received lesser mention, while Legislative and ecological forces did not appear in the consideration at all. Fullan and Wideen's report (1980) on the Faculties of Education across Canada was specifically concerned with changes in the teacher education program in these Faculties. Among the general environmental pressures, economic problems (tight fiscal policies) and demographic problems (declining enrolments), were the foremost issues confronting Education Faculties. Hopkins (1982:26) confirms:

> A consistent theme emerging from interviews and observations was the vulnerability of teacher education. The reason behind this -- declining enrolments, increased accountability, budgetary restraints, acceleration in the pace of social change -- are well known.... The impact of this vulnerability has served to heighten the feeling of anomie experienced by many T.T.I.s in the sample. Declining enrolments have occasional reduction in staffing and heavier workloads.... In all institutions expansion is a thing of the past and a static professional population now the norm.

Similarly Sellinger (1984) found that the potentially most important environmental forces for the operations of the Science and Education Faculties of the University of Alberta and the University of Calgary in the coming years were monetary forces and technological ones (pressures for the increased use of computer technology). In all of these studies economic or financial constraint appears to be the dominant factor. In the past the financial dependence of the Faculties of Education on the Province has affected the quality of teacher education in Alberta (Patterson, 1976:10) and even today financial problems are the chief worry of the administrators of these Faculties. Wees (1974:23) refers to the statement of a

dean of an Education Faculty as follows:

> On the surface our chief problem is financial. In an inflationary period, we have been forced to accept cutbacks in our budgets. Too much of our energy is spent in trying to cope with the political decison-makers. Provincial departments of education are assuming more and more control of the externa of education (budgets, building, etc.) and at the same time are maintaining control of the interna because of centralized fiscal control of our programs. Government control of universities is threatening.

Sometimes the money conflict appears within the university when different faculties have to fight for limited resources (Wees, 1974). Andrews (1983) believes that Faculties of Education appear to be particularly vulnerable to the "deprived condition" both because of their weak bargaining position on campus and because of high vulnerability of universities in general in times of economic pressure.

Further, academic organizations, like the faculties of a university, are no different in the need for social approval or legitimacy than any other organization. The question of accountability is raised from time to time and there is a demand that the utility of higher education be demonstrated. The Faculty of Education, being a part of a university, faces the same challenges. McCarty (1980:219) observes:

> Most societal changes have increased the uncertainty of the environment for schools of education. Teachers are no longer in short supply, the value of formal education is being challenged, pressures for reduced costs are increasing, and accountability mechanisms are gaining popularity.

In 1970, Martin tried to identify future problems, issues and developments which might affect the coordination among Alberta postsecondary institutions. One of the conclusions of the study was that there would be an increasing concern for accountability in postsecondary education in Alberta. Again in 1980, according to Barrington's study, demands for flexibility and demands for accountability were foreseen as two major impacts for the colleges. Impact areas most likely to be affected by demands for flexibilty were all internal like programming, faculty affairs, scheduling and admissions and so on. The impact areas most likely to be affected by the demands for accountability were those which required strategic moves like planning, funding, liaison with industry, liaison with the government, with the public, and effectiveness and efficiency. Other problems which affect the Faculty of Education, according to Wees (1974 :23-30), are the status of the Faculty of Education,

relevancy of academic courses, and cooperation among agencies.

The Faculty of Education at the University of Alberta, being a part of an academic organization, appears not to be different in its needs for social approval and financial resources. The Faculty has to deal with old problems, meet new demands and at the same time save its academic standards and its autonomy. The situation offers the potentiality for new approaches to be taken by those who desire to make such institutions more effective.

C. Specific Environment of the Faculty of Education

Teacher education and certification is constitutionally the responsibility of the Government of Alberta. In practice the responsibility is shared by different bodies. The Universities in Alberta through their Faculties of Education are responsible for pre-service training of teachers. Within each institution teacher preparation is a university-wide responsibility with each of a number of faculties making a specific contribution to the teacher education program. The Faculty of Education, however, makes the major contribution, in this broad framework, to prepare teachers. Former Dean Coutts (1976: 34) emphasized the fact that the development in the area of teacher education was possible due to the joint venture. He wrote that, "Teacher education is essentially a cooperative adventure. Without the support of many individuals, groups and institutions, the advances (in teacher education) would not have been possible." There are several organizations, some of them even established before the Faculty of Education at the University of Alberta, that have a deep interest in teacher education. These organizations may be called stakeholders or interest groups that wield some power in teacher education and influence the Faculties of Education in the Province. These bodies, at the same time, have links with other larger groups like the public, government, teachers, schools and administrators that make them representatives of the interests and needs of those larger groups.

Coutts (1976) refers to the Government of Alberta (through the Department of Education), the Alberta Teachers' Association, and the Alberta School Trustees Association as

important partners in the province for teacher education. The organizations recognized as educational interest groups by Chikombah (1979), are The Alberta Teachers' Association, The Alberta School Trustees' Association, The Alberta Department of Education, The Alberta Catholic School Trustees' Association, The Board of Teacher Education and Certification, and The Conference of Alberta School Superintendents. Anderson, Dueck, McIntosh (1982) recognize universities, Faculties of Education, Alberta Education, Alberta Advanced Education, the various Boards of Education, the Alberta Teachers' Association, the Alberta School Trustees' Association and the Conference of Alberta School Superintendents as partners in teacher education. While discussing the environment of the Faculty of Education at the University of Alberta, Fullan and Wideen (1980:28) identified the Alberta Department of Education and the teacher associations as being the most influential bodies. Trustee associations, school boards and cooperating associate teachers were found least influential. The other related finding of the study was that the faculty and students both perceived that most influence is wielded by the Provincial Department of Education.

Chikombah (1979) reported that decisions of the Faculty were affected by these external organizations. Eastcott (1975) found that the financial decisions of the Department of Advanced Education and Manpower, through the Board of Governors, have great influence on budgetary decision-making within the Departments and Faculties of the University. Eastcott maintains that the rules governing teacher certification put certain limitations on the decisions of Education Faculties regarding programs. Somewhat the same effect is generated by the regulations of the parent organization -- the university -- governing all faculties. Nelson in an article (1976:58) mentions that, "Whenever programs in teacher education are considered, there are four groups whose interests are involved. They are the Faculty of Education, the Trustees' Association, the professional association, and the Department of Education. The order of interest is probably (that) in which I have listed them."

The most immediate specific environment of the Faculty of Education is constituted by the University of Alberta, its parent organization. The Faculty of Education is, by definition, an organization encased within another organization. All rules and regulations of

the University, its policies and plans bind all faculties indiscriminately. Distribution and allocation of funds, academic standards, and admission policies are all decided by the University and, in turn, affect the Faculty of Education. Furthermore, the academic traditions of the University has its effect on the practical aspect of the teacher training program.

These studies and observations provide a context of immediate relevance for the present study. They helped in identifying the status of Faculties of Education in general, the importance of the environment for Alberta's institutions of higher education and, most importantly, the organizations that constitute the specific environment of the Faculty of Education and their impact on the Faculty. To understand the relationships and linkages between the Faculty and these stakeholders further, an historical review is presented below.

The Faculty of Education in Historical Context

The Faculty of Education at the University of Alberta was established in 1945 but the history of teacher education in the Province of Alberta started in 1905 when the province obtained its first Normal School, located in Calgary. The Calgary Normal School offered four month courses for the first and second class certification. A rapid influx of immigrants into Alberta created demands for an increased number of schools, and a new Normal School was started at Camrose in 1912. The Edmonton Normal School was established in 1920 and the session was extended from four to eight months. Student teachers had the benefit of an expanded curriculum as well as an increased opportunity for observation and practice teaching in rural and urban areas. The Edmonton Normal School was the first institution to provide courses for the granting of third-class certificates, as well as first and second class professional certificates. Grade XI was officially recognized as the minimum entrance requirement to a Normal School. Despite the fact that the first class certificate was considered valid for teaching grades I through XI, very little of the program was designed for teaching secondary grades. Therefore, a new four-month course to prepare university graduates as secondary school teachers was introduced at Camrose Normal School. Later

Edmonton Normal School assumed this responsibility and the Calgary Normal School continued to prepare teachers for high school until the University of Alberta established its School of Education and later took over the responsibilities of preparing high school teachers for the province.

The Department of Education or the government was solely responsible for Normal Schools, that is, establishing the schools, staffing them, making decisions regarding the programs offered, and influencing in-service education through the work of the Curriculum Branch personnel and inspectorial staff.

To protect the interests of school boards in the province an association was formed in 1907 that came later to be known as the Alberta School Trustees' Association. The Association's founding convention set the following initial objectives:

1. To provide a medium of communicating with the Minister of Education the views of the people of the Province on educational questions and of pressing the same on his attention.
2. To consider all matters having a practical bearing on education and the school systems.

(Alberta School Trustees' Association, Services Handbook, 1983:3) Since teacher preparation is considered an issue that has "practical bearing on education and the school systems" the trustees have always shown an interest in the education of teachers and in the functionings of those institutions that offer teacher education. It is a provincial association representative of all school boards although membership of the Association is not compulsory, and the ASTA policy is not binding on individual school boards.

In 1918, the Alberta Teachers' Alliance came into being and for the first time the Government of the Province was criticized for instituting a four-month course to prepare teachers. Later, the Alberta Teachers' Alliance demanded that teacher preparation be done within the University and put pressure on the government to take some definite action. One of the recommendations of the Conference on Teacher Education in 1924 was that the professional preparation of high school teachers should be provided by a college of education within the University, with a four year program leading to a degree in education, under the control of the Department of Education. By the late twenties the Alliance put forward

additional demands, which included representation in an advisory council dealing with certification, qualification and training of teachers. In 1928 the Senate of the University of Alberta announced plans for a School of Education to train high school teachers. With the establishment of the School of Education in the University of Alberta, teacher education finally gained a place within the University community, but the traditional differences between the University and Normal Schools remained. Patterson (1976:20) observes, "Although teacher education has been placed in our type of institution, the university, many of the unsettled differences existing between the normal schools and the university remain today, occasionally surfacing, but always present." In those early years, however, the School of Education was encouraged by the financial support from the government and by moral support, in terms of enrolment, from the public.

In spite of the encouragement by external groups the new School of Education did not get wide recognition or acceptance (Patterson,1976). One of the reasons for this low achievement was that the School received graduates from other faculties to prepare them for secondary school teaching. Moreover, in the initial days of the School of Education, an unprecedented surplus of teachers forced the government to impose enrolment quotas on all three Alberta Normal Schools in the years of 1931, 1934 and again 1937. As a result of these measures entrance requirements and age of admission to the programs, increased accordingly.

In 1939, a certification committee consisting of representatives of the Alberta Department of Education, University of Alberta and the Alberta Teachers' Association was established. In the same year, the School of Education became the College of Education. Thereafter the students could register in education directly and earn a B.Ed. degree rather than going through the route of B.A. or B.Sc. degree first. At the same time the former route -- graduation plus a year in education -- remained open. During World War II, once again, the shortage of teachers led to a relaxation of standards such that entrance requirements were reduced and the length of teacher preparation was once again shortened to three months, leading to a Letter of Authority. Such Letters subsequently could be raised to the status of War Emergency Teachers' Certificates through obtaining a favorable report from

the school superintendent.

Creation of the Faculty of Education 1942-45. By 1942, attempts to give the College of Education status of a Faculty had started. The University of Alberta initially proposed the idea of integrating teacher training under the Faculty of Education as mentioned in the Annual Report of the Department of Education (1943). Under the chairmanship of Mr. J. Fowler, Supervisor of Schools, a meeting of the representatives of the Department of Education, the University of Alberta, the Normal Schools and the Alberta Teachers' Association was held. The integrating and unifying of teacher training was approved in the meeting. At the same time the meeting recommended that an "Advisory Board be created to deal with the problems relating to the teacher training staff, admission to teacher training courses, the teacher training programme, and the certification of teachers."(Department of Education Annual Report, 1943: 38-9). In 1943 legislation was passed that allowed all teacher preparation to be transferred to the University of Alberta from government-operated Normal Schools. In 1944, the University took over from the Department of Education the control of summer sessions, granting credit towards a university degree for courses which formerly had been directed towards special certificates but had not been accepted as "academic legal tender (Keeler, 1976:41)."

In 1945, the role of the Department of Education changed substantially although the power of the Minister of Education to make provision for the training of teachers under Section 7 of the Department of Education Act was carried forward. Early in 1945 the agreement between the Department of Education and the University of Alberta was signed; this agreement is in effect till the date of writing of this dissertation. The terms of the agreement are:

1. The Board of Governors agrees to provide courses and programs required for the certification of teachers for Alberta schools.
2. The Dean of the Faculty of Education shall recommend to the Minister for certification those students who have satisfactorily completed the said courses and programs, are deemed acceptable for certification.
3. This agreement shall remain in force subject to cancellation by notice in writing from either party to the other at least one year before the cancellation is to become effective.

As a result of this agreement, the Government ceased to operate Normal Schools and the

training of teachers in the province became the sole responsibility of the new Faculty of Education at the University of Alberta. It was mentioned in the University Calendar (1946-47, p.214) that, "The Faculty of Education is organized for professional training of teachers for elementary, intermediate and senior high school grades, and for graduate study and research in the field of education...." The academic recognition of teacher education did not win instantaneous respect for the Faculty of Education in the university community as Patterson (1976:20) writes, "Although teacher education finally gained a place within the University community, it has had a difficult time earning the respect of the other members of that community...." But at the same time it was expected that getting a place for teacher education in a university would narrow the gap between the institution of teacher education and the other agencies interested in teacher education. As Wees (1974:33) observes:

> The move of the normal schools into the academic freedom of the universities was only a move into a more prestigious exclusiveness. Under the circumstances, the temerity, and no doubt the persuasiveness, that has permitted a large number of faculties to start closing the gap between teacher education and other agencies of educational community is a welcome and encouraging attempt not only to strengthen the weak joints in the total process, but in some instances to form bonds where there had been none before.

As in the past, the Department of Education retained control over certification and was therefore able to exercise a considerable degree of control over the program offered by the University. The program the Faculty offered initially comprised a three year academic course leading to the new undergraduate degree of Bachelor of Education which included a six-week session of practice teaching. Staff of the Faculty were mainly former Normal School instructors. Teacher shortage in the post-war years introduced pressures on the Faculty to shorten its preparation time and to lower its admission standards. Thus, in addition to the three year baccalaureate degree leading to a High School Teacher's Certificate, the Faculty instituted a two year program leading to a junior certificate for teaching high school grades. The new plan for certification was introduced whereby three years of study led to the Professional Certificate and two years to the Standard E (Elementary) or S (Secondary) Certificate. The Department of Education also issued interim certificates to teach at the end of one year of training (the Junior Elementary Certificate). Although the

one-year program had been introduced in 1945 ostensibly as a temporary measure, it continued for a longer period and the teachers were being certificated after spending a single year at the University. The Professional Certificate was also granted to graduates of other faculties on the completion of a special one-year professional program.

In 1944, the Certification Committee which was established earlier received statutory recognition by Order-in-Council and later this Committee became the Board of Teacher Education and Certification, an organization responsible for teacher certification. This Board representing jointly the Department of Education, the University of Alberta and the Alberta Teachers' Association served as a liaison body for the groups it represented. The creation of this Board provided a forum where the various groups could discuss their concerns related to teacher education in the province. Initially the Board was authorized to make recommendations to the Minister of Education and to the President of the University regarding the program of instruction, the estimates of expenditures on programs, appointments to the staff of the Faculty of Education, and regulations governing the certification of teachers. Some of the significant duties and powers of the Board were stated in its Annual Report (1944:20) as following:

1. In general the Board is advisory to the Minister of Education and to all institutions concerned with teacher education, such as the universities and other institutions in the province, in all matters pertaining to teacher education and certification.
2. It is recommended that the Board have the following duties and powers:
   a. To safeguard the standards of teacher education in the province.
   b. To recommend to the Minister of Education the types of certification of Alberta teachers and to recommend to the Minister the requirements for each and every class or type of Alberta teacher's certificate.
   c. To devise and recommend to the Minister of Education regulations governing the certification of teachers prepared in Alberta or elsewhere.
   d. To recommend general principles which shall govern programs for the preparation of teachers.
   e. To receive and make recommendations with respect to programs that are developed.
   f. With respect to new or expanding institutions which propose to offer programs of teacher education:
      1) To advise the Minister re: granting of charters.
      2) To recommend criteria for acceptable institutions.
      3) To advise the institutions in matters of certification, programs, degrees in education and special diploma programs.

The Alberta Teachers' Association, a professional organization representing Alberta teachers, worked closely with the Faculty of Education at the University in the areas of pre-service and continuing education. One of the objectives of the Association was, "to improve the teaching profession by promoting and supporting adequate programs of pre-service preparation, internship, and certification." (Teaching Profession Act, Chapter T-3, Revised Statutes of Alberta, 1980:2). Therefore, an ATA representative was included on the Faculty Council from the very beginning. Subsequently the ATA developed policies related to the matters of evaluation, selection, and research which show the Association's heavy involvement with the Faculty, as follows:

1. 2.11 The design, approval and continuous evaluation of teacher education programs is primarily the responsibility of Faculties of Education of Alberta universities, with the appropriate involvement of the Alberta Teachers' Association.
2. 2.A.1 BE IT RESOLVED, that The Alberta Teachers' Association cooperate with the Alberta universities and the Department of Education in developing procedures for more careful selection and progressive evaluation of prospective teachers to the point of permanent certification.
3. 2.A.3 BE IT RESOLVED, that The Alberta Teachers' Association cooperate with the faculties of education in Alberta in instituting systematic research and evaluation of their teacher education programs in order that these may be developed on a long-range basis.
4. 2.B.4 BE IT RESOLVED, that The Alberta Teachers' Association increase its involvement in the evaluation of all aspects of teacher education programs.

Period of the 1950s. With the end of World War II a period of exceptional growth followed. The enrolment at the University of Alberta rose from 2,023 in 1943-44 to approximately 5,000 in 1947-48 to 17,500 by the end of the decade. (University Calendar, 1985-86, xxi-1). This enrolment increase was accompanied by government financial support which grew proportionately.

The increasing industrial prosperity of Alberta had not succeeded in solving all of its educational problems. One of the consequences of the affluent economic base was a general shift of the population from rural to urban areas which resulted in two things: (1) a rapid increase in urban school enrolments; (2) a tendency among students to remain longer at school. Consequently, a grave shortage of qualified teachers was acutely felt both in junior and senior high school. At the same time many people criticized the standards and quality of teacher education. In 1954, the Temporary Licence was replaced by One-year Junior

Elementary Certificate which could be gained not only after a single year in the Faculty of Education, but also through Emergency Teacher Training Plan. Those plans provided the same program (except for student teaching) as the Junior Elementary in three six-week summer sessions. This plan was discontinued after three years but the Junior Elementary remained, and continued to attract more students that any other program provided by the Faculty (Maddocks, 1970:24). People who criticized the low standards argued that relatively low standards for certification failed to attract and retain in the profession the most competent students. These two criticisms created a paradoxical situation because insistence on higher standards might lead to smaller intake at the time of shortage of qualified teachers. In any case these public criticisms were widely expressed and received political support. The Government of Alberta responded by appointing a Royal Commission on Education. The Royal Commission on Education recognized the worth of teacher education and mentioned in the Report (1959:11) that, "Probably the one area in which universal accord was expressed was that of teachers and teacher education. The public seemed to feel that improvement in this area could contribute more to a higher standard of education than any other factor."

During that period, however, differences in the opinions of interest groups were expressed. The professional groups, the ATA and the Faculty of Education adopted the principle of high standards while the Department of Education and the Alberta School Trustees' Association believed that an adequate teacher supply had to be assured before consideration could be given to the question of standards. The recommendations made by the Commission were in agreement with the policies of the professional group. For some time things did not appear to change much but in the sixties there were changes that seemed to satisfy different groups.

The 1960s. The 1960s were the years of expansion. By 1962, however, not only had the entrance requirements been raised to full matriculation standards of six grade subjects, but two full years of professional education became the minimum requirement for any teaching certificate. During the mid-1960s recurring demands were made by various educational interest groups to extend the minimum requirements for teacher certification from

two to four years, as well as to increase the teacher education practicum component from six weeks to thirteen weeks. The government decided in 1964 that the University would receive a grant for capital development which would be determined by its number of full-time students. All this eventually led to the approval and implementation by the Minister of Education in 1968 of a three-year minimum requirement for initial certification. During this period two additional Faculties of Education came into existence with the establishment in 1966 of the University of Calgary and the University of Lethbridge.

The 1970s. The 1970s was a decade of slower growth. There was a decrease in school enrolments, and the goverment expressed a desire for greater fiscal restraint. In 1976, per-student formula of financing ended and was replaced by a system of grants which provided for incremental increases on a base budget. Further developments relative to the teacher education program occurred in January, 1973 when the Minister advised the Executive Committee of the Board of Teacher Education and Certification to consider a four year program of teacher preparation for the first certification which would include an extended practicum of one semester or equivalent. After certain negotiations, the Minister of Education announced to the legislature on May 4th, 1977 the introduction of a new policy. This policy involved the implementation of a program of practical classroom experience equivalent to thirteen full weeks of field training for Bachelor of Education degree students.

The 1970s was also a period when there was apparent concern in the Faculty regarding external control. Nelson (1976:57) observes:

> ...there has emerged among members of the Faculty of Education a strong suspicion of any kind of political interference or involvement in their efforts to develop programs of teacher education. This is partly because the function of the Faculty far exceeds the simple mandate in the agreement to 'provide courses and programs required for the certification of teachers for Alberta schools.' More significant is the growing feeling that there should be as much autonomy in developing programs in teacher education as is enjoyed by other professional faculties in the University.

The Present Scene

The Faculty of Education is involved, as always, in a number of organizational networks, similar to other professional bodies, for a variety of reasons -- financial,

contractual, professional, and academic, as explained earlier. The early 1980s represented a critical period for the University as a whole when enrolments again were on the increase but government policies of fiscal restraint did not change. Moreover, there was an important change in the organizational relations of the Faculty and the Board of Teacher Education and Certification, which had played a very important role in teacher education, and among the different stakeholders. As the Board was disbanded in 1983, the relationship between the Faculty and other interest groups became direct and the Faculty became more exposed to external demands and recommendations. In the following section, the relationship of the Faculty with various related organizations is described. The process through which each interested organization reaches the Faculty with its demands, recommendations and suggestions, is also reviewed.

Over the years, the Government of Alberta, through its two departments -- the Department of Education and the Department of Advanced Education -- and through its contractual relationship and financial support, has been the most important source of influence on the provisions for teacher education. Moreover, the Minister of Education is responsible for prescribing courses and programs of study for pupils which have implications for how teachers who are trained by Faculties of Education should be prepared. The Department of Education provides material resources to assist in in-service education necessitated by curriculum changes. An "Articulation Committee," correlates different high school and university programs. This committee is an avenue for the Government to inform the universities and other institutions about ongoing changes in curriculum. In addition, the Department of Education personnel have informal interaction with members of the Faculty on a regular basis.

The Alberta Teachers' Association has representation on the Faculty of Education Council under the provisions of "The Universities Act." N. P. Hrynyk (Personal interview, 4 June, 1985) of the ATA in discussing the relationships between the University of Alberta Faculty of Education and the Alberta Teachers' Association identified formal and informal channels that keep the Faculty informed about the field's needs and teachers' expectations.

He stated:

> ... through a formal meeting with the Dean's Advisory Committee at least once a year, sometimes twice a year, if needed, the Association presents the resolutions and policies approved by the annual meetings of the ATA and discusses the expectations of the ATA with the Faculty of Education. Further, the annual conference of the Teacher Education and Certification Committee, where Faculty of Education personnel are heavily involved, transmits the expectations of teachers in the field to teacher educators. There is also a committee, called Cooperative Committee for Research on Teacher Education in which the Faculty of Education participates and which undertakes at least the supervision of research on teacher education or acts as a reporting channel for such research. Another formal arrangement is in the area of the practicum; there is an advisory committee on practicum to which the Association appoints a representative.
>
> Now, in addition, there are, of course, many less formal ad hoc arrangements. The people responsible for teacher education in the Association have several meetings with the Dean of the Faculty of Education or with the individuals who are on the Dean's Advisory Committee. There are many and frequent such contacts with the Faculty.

The resolutions or recommendations that appear in the ATA Member's Handbook (1983:181) have implications for Faculties of Education in the Province, for example:

> 2.A.15 BE IT RESOLVED, that The Alberta Teachers' Association advocated that all teacher education programs at Alberta universities offer a course in the legislative and professional status of public education in Alberta; and that this course require a knowledge of legislation (including the *Labour Relations Act*) governing public education and the policies of The Alberta Teachers' Association.
> or,
> 2.A.20 BE IT RESOLVED, that The Alberta Teachers' Association advocate that the Faculties of Education in Alberta universities stress the importance of communications skills throughout all Bachelor of Education programs.

On the other hand, the ATA requests that Faculties of Education in Alberta appoint a representative to the ATA's 'Teacher Education and Certification Committee' so there is a constant interaction.

The Alberta School Trustees' Association also has representation on Faculty of Education Council although this representation started only in 1982. Besides, they have other annual resolutions directed to the Faculty. Lawrence Tymko (Personal interview, 22 May, 1985) of the ASTA stated:

> Our expectations for the Faculties of Education in the Province are obviously very high regarding the preparation of teachers.... Every year we have resolutions that are directed to the universities with respect to the teacher training programs and their contents.... Once a year our table officers meet with the Deans in a formal sense and discuss predetermined agendas. What goes onto our agenda really comes from the convention in terms of resolutions which member boards bring to the convention and are adopted by the convention. These are, then, brought to the attention of the Faculties through their Deans.

The other institutions that influence the Faculty of Education at the University of Alberta are the two Faculties of Education in the University of Calgary and the University of Lethbridge, and Faculté Saint-Jean of the University of Alberta.

Size and Structure of the Faculty

The Faculty of Education is the second largest faculty of the University of Alberta with an enrollment of approximately 3,500 students. The Faculty is primarily concerned with the teaching of teachers, research, and community service. The Faculty of Education has basically a participative decision making structure, in the sense that faculty members participate in the decision-making process of the Faculty and at the same time they work, mostly independently, on tasks of their own interests. But the overall direction and interests of the organization are guarded by the Dean. The Dean is the leader or the head of the Faculty who administers the Faculty. There are two Associate Deans: the Associate Dean (Undergraduate Studies) and the Associate Dean (Research and Graduate Studies). There is one Assistant Dean for Practicum. Other administrative officers are: Record Officer, Operations Officer, Admissions/Liaison Officer, School Liaison Officer, and Planning Officer. There are six Departments of the Faculty, headed by Chairmen who report to the Dean. Further, there are five Supporting Services units working under Directors and Coordinators for example, Director of Centre for International Education and Development, the Director of the Instructional Technology Centre, the Coordinator of Education Clinical Services, Coordinator of the Research Services Division and, the Manager of the Student Laboratories.

The composition of the Faculty of Education Council shows the input of various interest groups in the decision making of the Faculty.

Composition of the Faculty of Education Council

The University President.
The Dean.
All full time members of the academic staff of the Faculty.
One representative from the Alberta School Trustees' Association.

One representative from the Alberta Teachers' Association.
Two undergraduate student representatives.
One graduate student representative.
One Herbert T. Coutts Library representative.
One Registrar's office representative.
One representative from the following Faculties:
Arts,
Business,
Extension,
Home Economics,
Library Science,
Nursing,
Physical Education and Recreation,
Rehabilitation Medicine, and
Science.
Two representatives from Faculté Saint-Jean.

There are two committees: The Dean's Advisory Committee (comprised of the Chairmen of the Departments), and the Executive Committee which has elected members from the Faculty. The Executive Committee of the Faculty is a standing committe with legal powers and influence over the Faculty. These two committees contribute in the decision making process of the Faculty. The Faculty of Education is also represented on the General Faculties Council and on the Board of Governors of the University. The Faculty also has representation on the committees of the ATA and the ASTA. Thus, the Faculty structure facilitates internal and external communications. Internal communications are encouraged by horizontal committees like the DAC and the Executive Council of the Faculty. The Faculty's relationship with other organizations and its representation on various committees allows it to draw information from the specific environments when the Faculty needs it.

Teacher Education Program

Teacher education in Alberta is the prerogative of three universities of the Province. All three universities offer courses leading to a degree in education through their Faculties of Education. Although the education of a teacher is accepted as a "continuous, life long process," the undergraduate degree in teacher education is a four year program. Being a university responsibility, it is an integrated program with content courses from Arts or Science Faculties and pedagogical courses offered by various departments of the Faculty of Education. Thus, teacher preparation at the Faculty of Education at the University of

Alberta is a

> ... multi-partner, multi-faceted endeavor. The various partners, including all departments of the Faculty, numerous other departments of the University and the profession, through their collective involvement, should provide intending teachers with essential practical skills, a knowledge of theory and its relationship to practice, liberal studies and subject matter competence.
>
> (Calendar of the University of Alberta, 1985-86: vi-12)

Within a broad framework there are varieties of ways in which a B.Ed. program can be assembled. It is a combination of compulsory, elective and optional courses that may take one of four directions; Elementary Education, Secondary Education, Industrial Education or Vocational Education. The program content is divided into the traditional components of academic courses, professional courses and field experience. For example, the Elementary Education route prepares subject generalists who can teach most of the subjects normally taught in the elementary schools of the province. Referring to the Calendar for the year 1985-86 there are five components mentioned in the elementary division, (1) Non-Education (i.e. Language, Literature, Fine Arts, Mathematics etc.), (2) Basic Education includes courses from the departments of Educational Foundations, Educational Psychology and Educational Administration, (3) Elementary Education Curriculum and Instruction where courses are focused on general teaching strategies, (4) Field Experience/Practicum refers to three levels of practicum, a total of thirteen weeks, begins in the first year and is completed in two professional terms later in the program, and (5) the Electives. These electives are minor areas to help students to develop further competence in an area of school instruction i.e., music, reading, moral education, English as a second language, early childhood education, and others.

For students working in the Secondary Education route the components are the same but teaching specializations are required in two areas -- one major, the other minor. Students choose these majors and minors from the thirteen subject areas listed under teaching specialization. These areas of specialization are: Art, Biological Science, Business Education, Drama, English, General Sciences, Home Economics, Mathematics, Modern Languages, Music, Physical Education, Physical Sciences, and Social Studies. The second teaching

specialization (minor) can be selected from non-subject areas such as Religious and Moral Education, Teaching Atypical Adolescents, and Educational Media. The Industrial Arts Education route prepares teachers to teach with specialization in teaching about industry with its application of various crafts and technologies. At the junior high school level it is a part of general education but at the senior high school level the teaching of industrial arts subjects may include orientation to various careers. The Vocational Education route has two general instructional specializations: (1) High School specialization and (2) Adult Education specialization. Another area of concentration is intercultural education which prepares teachers for service in elementary and secondary schools in areas with other cultures such as Indian, Metis, Inuit, or in the third world countries.

D. Summary

In this chapter the contextual setting of the Faculty is presented. Though research in the field of higher education concerning the impact of the environment on these institutions is increasing, there are few studies dealing with the adaptability of academic organizations or with a part of such organizations. The studies done in the University of Alberta on the related area show the importance of the changing environment and shifting values for Faculties of Education and for teacher education.

The historical evidence and legal contact of the Faculty of Education and its relationship with other organizations confirm the importance of external bodies for the focal organization. Teacher Education is a University responsibility following the 1945 contract between the province's Minister of Education and the University of Alberta. It is a joint venture of the groups within the University and outside the University, but the Faculty of Education has specific responsibility for the pre-service training of teachers and for recommending for certification those individuals who have successfully completed its programs. The external groups that have had input in the functioning of the Faculty have been recognized as the two Alberta Departments of Education, the Alberta Teachers'

Association, the Alberta School Trustees' Association, the University of Alberta, and a few other organizations. Some of these organizations are even older than the Faculty and their interest in teacher education and their power as organized bodies cannot be overlooked. Historical description reflects the relationship of the Faculty of Education to a variety of external organizations.

Chapter IV

RESEARCH DESIGN AND METHODOLOGY

In this chapter the research design and methodology are introduced, and the appropriateness and the value of the case study approach are discussed. The methods for the collection of data and the data analysis procedures are described. Particular attention is given to the issues of validity and confirmability.

A. Use of Qualitative Methodology

The purpose of this study is to examine the adaptability of a division of an educational organization, that is, an embedded organization. Although there are studies on organizational adaptation, as Chapter II shows, to transfer a theoretical model suitable for industry and the market economy to an educational organization in a human-service context did not seem feasible. Although Cameron (1983:698) believes that some concepts would seem to have relevance for a great variety of organizations, he contends that principles of effective adaptation are not limited by organizational type as much as by the nature of the external environment faced by the organization. Cameron asserts that similar types of adaptive and strategic responses have been found in air transportation, hospital administration, automotive firms, and universities. However, the educational field lacks a systematic research base in the field (Chapter III), so there appears a need for research with an inductive approach. A descriptive and interpretive study employing qualitative research strategies holds potential for examining the the phenomenon of adaptability in an educational organization. Organizational researchers have for some time sought to utilize different methodologies for tapping the important aspects of environment-organization relations. One of their dilemmas is whether a study of an organization and its environmental relationships should be qualitative or

quantitative (Downey and Ireland, 1979). Some of the researchers (Tonn, 1973; Mericle, 1979) agree that a complex phenomenon like organizational adaptation cannot be explained by entirely empirical methods. Qualitative approach should allow "important concepts, basic categories and significant hypotheses to generate (Glaser and Strauss, 1966:57)." Guba (1981:5) also provides three reasons why this approach is more suitable to examine social/behavioral phenomena: (1) there are multiple realities, existing chiefly in the minds of people; (2) it is impossible to maintain investigator neutrality when working with people; and (3) human behavior is rarely context free.

The term qualitative research methods refers to research strategies such as participant observation, in-depth interviewing, total participation in the activity being investigated, field work, which allow the researcher to obtain first-hand knowledge about the empirical social world in question. Qualitative methodology allows the researcher to "get close to the data," thereby developing the analytical, conceptual, and categorical components of explanation from the data itself (Filstead, 1970:6).

Although the qualitative research method is comparatively new in the field of education, it has been used for a long time in the areas of anthropology and sociology. In the past few decades the adherence to logical positivist approach in education has been questioned, criticized and has been judged inadequate by theorists like Culbertson (1983:3) and Greenfield (1979:232-3). Others like Hall (1977), Nagel (1977), Scribner (1977), Guba (1979), Rist (1979) posit that there is a need for a different type of research strategy other than quantitative research in education. These authors contend that the field-oriented qualitative approach may prove quite useful in educational research. Bogdan and Biklen (1982: 27-30) in writing about the use of qualitative research in education, indicate that qualitative research strategy has some of the following characteristics:

1. Qualitative research uses the natural setting as the direct source of data, and the researcher is the key instrument.
2. Qualitative research is descriptive.
3. Qualitative researchers are concerned with process rather than simply with outcomes or

products.

4. Qualitative researchers tend to analyze their data inductively.

5. "Meaning" is of essential concern to the qualitative approach.

West (1977:61) also points out that such research approaches "allow one to understand how conceptions held by people shape their behavior, at least in part, and how such conceptions and behavior change over time." In this particular study, this research approach was considered appropriate first, because the researcher was not only interested in the outcomes -- the adaptations made by the Faculty -- but also in the process of adaptation. Secondly, the researcher was interested in knowing why the administrators of the Faculty decided to adapt in a particular manner.

Furthermore, the term, qualitative research does not refer to a single method but is an umbrella term for numerous methods and techniques McCall and Simmons (1969:i) and Van Maanen (1979:520) indicate that the term "qualitative" has no precise meaning in the social sciences. The qualitative research method employed to study social organizations is a characteristic style of research which makes use of a number of methods and interpretive techniques. The case study is such a technique that attempts to describe the meaning of naturally occurring phenomena in the social world.

B. Case Study Approach

A case study involves the use of qualitative research methods to tell the story of a focused situation. Bogdan and Biklen (1982:58) define a case study as "a detailed examination of one setting, or one single subject, or one single depository of documents, or one particular event." Stake and Easley (1978:31) state that:

> The case study is a study of a bounded system, emphasizing the unity and wholeness of that system, but confining the attention to those aspects that are relevant to the research problem at the time.

In the present study, a case study approach was used to examine how an educational organization adapts to its environmental conditions. The case study approach is one of the

oldest techniques for systematizing experience, for creating insights and for teaching and transferring knowledge. Researchers like Guba and Lincoln (1981:371-373) describe the characteristics of the case-study approach as follows:

1. a case-study provides "thick description";
2. a case-study is holistic, presenting a picture;
3. a case-study is focused;
4. a case-study illuminates meanings, focusing the reader's attention; and,
5. a case-study builds on the "tacit knowledge" of its readers. This gives a sense of the actual substance of the events.

These characteristics make the case-study approach one of the many qualitative research methods that bases its interpretation of the subjects from their point of view and provides descriptive data allowing a view of the world as the subjects see it.

A number of additional characteristics of the case-study approach identified in other writings are presented below. Researchers (Gross et al., 1971; Wilson, 1973) generally support the need for well documented case study materials for the sake of good theory and practice. Helco (1972:82-100) indicates that the case studies have unique advantages for theory construction. Moreover, with their "ability to move" with the reality of dynamic factors -- by relating events to antecedents and contexts -- the case studies can identify new relationships rather than simply describe the events. In the area of management of organizations and in related areas of change in organizations, however, the case study approach is specifically favored. The strengths of the case study approach, such as, depth of understanding or precision of description, have been noted by several authors (Kennedy, 1978; Stake, 1976). Hofferbert (1974) contends that the case study approach enables the researcher to capture the "dynamism of process" and present it "richly and lucidly." Shaw (1978) points out that the case study approach makes it possible to focus on how people deal with specific problems. There is potential flexibilty of analysis in case studies. Blau (1955) indicates that the case study approach makes possible for a researcher to work on data gathering and data analysis stages simultaneously. Even Campbell (1974:24-25) has to

renounce his strong criticism of "one shot case-study" and acknowledge that the case-study "provides even the quantitative scientist with qualitative knowledge that enables him to catch misunderstandings, error, and fraud in his data."

The case-study approach was deemed particularly suited for the present study which is a study of the adaptation of a single organization. The Faculty of Education, in spite of consisting of different units, constitutes one (albeit "embedded") organization. Further, as Herriott and Gross (1979:353-54) posit that this method, "constitutes a highly useful mechanism to describe and analyze the complexities and realities of change efforts and the personal, social, and cultural factors that influence them."

To examine the adaptability of the Faculty, seven issues were studied. In many ways, the in-depth examination of each issue constitutes a case-study in its own right. It has been assumed that these mini case studies would provide a "continous picture through time of experiences, social forces and influences" (Fairchild, 1962) surrounding the focal organization, the Faculty of Education at the University of Alberta. In addition, it was anticipated that the description of seven case-studies which examine one phenomenon -- the adaptability of the Faculty of Education -- would increase both the validity and generalizability of the study in the same way that the multisite approach does (Herriott and Firestone, 1974:16).

C. Research Procedures

The study was intentionally unstructured in the research design, in keeping with the accepted pattern in qualitative research in order to "maximize discovery and description" (McCall and Simmons, 1969:i). But as Schatzman and Strauss (1973:145) indicate, although field research does not need operational design, it does require a set of strategies for data collection and analysis.

The literature on organizational research is full of various questions and controversies regarding the methodology and instruments (Downey and Ireland, 1979). Pennings (1975)

posits that studies which rely on subjective data like questionnaires or interviews, provide stronger support for the theory that environmental variables have organizational correlates, than the studies which use objective data. For example, Woodward (1970) used anthropological methods of data collection and Hickson et al used institutional data to examine organization-environment relationships. They were able to confirm that there was a correlation between environmental inputs and organizational functionings. In the study two research methods, documentary review and interviews, formed the major data sources for the case study. The aforementioned data sources, used for the study, were essentially of three types: (1) primary documentary data such as minutes, recommendations, and reports; (2) secondary documentary data such as personal reports, articles, evaluation reports; and (3) the data derived from interviews.

Documentary review. Lawler et al. (1981) contend that the richest source of unobtrusive data is the various documents, records and written material that are in the possession of the organization. This type of non-reactive data makes a great contribution to organizational studies. A literature search is the common adjunct to almost any research effort, but it is an important source of information about the organization in its own right. March's "Handbook of Organizations" (1965) is an outstanding example of literature searches being undertaken to study various organizations. Staw and Szwajkowski (1976:352) have accepted the importance of documentary search for organizational studies:

> The primary advantages of archival analysis lie in the non-reactivity of measurement and the relative low cost of getting data from a wide number of organizations. The primary disadvantage of archival research lies in the rigidity of data base. Archival data may not be available on critical variables or data that is available may not be suitable for statistical analysis. Even with these liabilities, however, research in the organizational area has only barely touched the potential pool of useful archival data on the internal behavior of formal organizations and the actions of organizations in their environments.

In the study documentary review included analysis of primary documents, such as the Faculty of Education files, minutes of Education Faculty Council, official correspondence, and special reports on meetings. The documentary review also covered secondary sources, which included books, articles in journals, special and personal reports, various Acts of the Government of Alberta and position papers, briefs on programs, the published research by

fellow academics in related disciplines, clippings and news, news bulletins of various related organizations.

Interviews. The interview is considered to be one of the major research techniques employed by the social scientists (Dexter, 1970; Wiseman and Aron, 1970; Denzin, 1978). Denzin (1978:89) believes that the interview "remains (and rightly so) the basic source of sociological data. The interview may be complemented by other methods ... but it will never be replaced."

The forms of interview vary from highly structured formats to open-ended, unstructured ones that employ neither fixed questions nor a pre-determined order for asking questions. Dexter (1970:5) defines this type of interviewing as "élite and specialized," where the interviewee's definition of the situation is stressed; the interviewee is encouraged to structure his account of the situation; and the interviewee is permitted to introduce his notions of what he regards as relevant, instead of relying upon the investigator's notion of relevance. According to Dexter (1970) in "élite and specialized" interviews the interviewer takes the position that the respondent's view of the situation may be respected. The interviewer provides certain broad, general questions and records the responses. This form of interviewing is recommended by Dexter (1970:14) for two situations; one, when the interviewer knows about the topic and can make appropriate discounts of interview statements, and secondly, when other sorts of data, like, different interviews and documents can be used to check and correct the information provided.

Kvale (1984:174) also identifies twelve main aspects of an interview situation. According to Kvale a qualitative interview is:

> ... centered on the interview's life-world; seeks to understand the meaning of phenomena in his (or her) life-world; it is qualitative, descriptive, and specific; it is presuppositionless; it is focused on certain themes; it is open for ambiguities, and changes; it depends upon the sensitivity of the interviewer; it takes place in an interpersonal interaction, and it may be a positive experience.

An open-ended, semi-structured approach to interviewing was also employed in conjunction to the above-mentioned format of interviewing. These two different formats of interview were directed to different groups. While the former one was used with the "key

informants" the later format was used with outsiders or with the people recommended by the key informants because it was found that these people had to provide answers to specific questions on particular issues.

In the study the interviews provided information that was not available in documentary sources and assisted in interpreting findings obtained from the documents as well as provided a means of cross validation. The interviews, meant to stimulate recollections of specific past events, also helped to identify new questions that arose in the course of discussion and obtained the opinions of the respondents.

Data Collection

It was expected that the emphasis in data collection would shift from primary documentary sources to secondary documentary sources and then to data derived from the interviews. But these data proved to be interactive. While the primary sources led to secondary sources and helped in identifying interviewees and interview questions the information gathered through an interview led the researcher back to documents, especially secondary ones. Consequently, there was a constant shift from one type of data source to another.

Permission was sought from the Faculty of Education, from the Alberta Department of Education and other organizations ~~to gain~~ access to relevant files and other official documents. The documentary research moved from a review of documents inside the Faculty to outside sources. The minutes of the Faculty of Education Council Meetings were consulted first. A review of these minutes was conducted in the offices of the Dean of the Faculty of Education. The researcher started the documentary search with a general question -- What adaptations, changes or responses were made by the Faculty of Education at the University of Alberta during the the decade 1974-1984? The search was directed to find out external influences as well as traces of responses of the Faculty. Major issues that affected the Faculty during the period of 1974-1984 were judged by the extent to which they dominated the written records of the Faculty. The documentary sources also helped to identify the

Faculty's responses to its external conditions. Similarly, the minutes of the Board of Teacher Education and Certification were consulted in the offices of the Director of Teacher Education of the Department of Education. Summary notes were made and photocopies were produced after permission was given. Minutes are referred to by the date of the meeting. No direct quotations were taken from documents that were marked confidential. Secondary documents were reviewed whenever they became known, and notes and copies were made. The archival material was used to provide background information and to build up a description of the context of the Faculty. They were mainly used for historical data, for describing major environmental influences prevailing in the period, and the relationship between the Faculty and other related organizations. Some of this information constituted a part of Chapter III.

To examine further the response of the Faculty to its environmental conditions, interviews were used. In the initial stage of research, preliminary interviews were conducted to test the feasibility of the study and to check the major external impacts on the Faculty during the ten years, 1974 to 1984. These data from the documents and the information gathered from the preliminary interviews with a few important people from the Faculty led to the identification of certain issues (see Chaper V) which were selected for, in-depth examination.

At the later stage interviews were employed to explore the causes and processes leading to particular adaptations and changes. The people engaged in administering the Faculty for the last ten-twelve years were considered important information sources and were called "key informants." These interviewees were selected on the basis of their official status, their involvement in decision making, and their knowledge. They were sought among present, recent and former administrators and decision makers within the Faculty. Names of the key personalities, namely, the present and former deans during the past ten years, were provided by primary documentary search. In total fourteen interviews were conducted with the four key people who were or had been Deans of the Faculty.

In the present study unstructured and "élite and specialized" format of interviewing has been adopted to attain in-depth and specialized information. Use of this format has made interviews informal and conversational and relied more on spontaneous generation of questions. Thus, these interviews were of various lengths and intensities. Moreover, this format of interview was combined with a general interview guide approach in which the issue that had to be explored with the respondent was outlined before the interview began but was not pursued in any particular order. If necessary, leading questions were used particularly toward the end of an interview. Moreover, the respondents were told the topic of exploration several days before the actual interview was conducted. The researcher also ensured that there was sufficient time between the interviews.

The key informants, in turn, were asked to suggest the names of others who they thought could provide valid information. This progressive nomination technique was used to ensure that some of the people involved in the process were identified. Depending on their availability and on the perceived need for more information these people were contacted for an interview. This process helped the researcher to get in-depth information about a particular issue and to cross-validate earlier statements. Several others, who were interviewed, were professors or associate professors within the Faculty.

Other interviewees were selected from external organizations. These outsiders were the representatives of the Alberta Department of Advanced Education (formerly Alberta Advanced Education and Manpower), the Alberta School Trustees' Association, the Alberta Teachers' Association, and the Alberta Department of Education, as well as administrators in the University of Alberta and from the other Alberta universities such as the Deans of other Faculties of Education. Because of the specific nature of some of the information desired, the format of the interviews was changed from time to time. The additional interviews were more structured and focused. In these semi-structured interviews the researcher used a specific set of questions with every interviewee. At the same time this strategy allowed the interviewer to clarify answers and to learn the opinions of the interviewees.

Agreement was sought from each interviewee to have the interview taped. All agreed to having this done. Some of the respondents were selected for follow-up interviews in order to clarify ambiguities.

Data Analysis

Although data collection, coding, and analysis would seem to be linear processes, in the study they were often carried out concurrently. The data were analyzed at each of the stages of research development. Glaser and Strauss (1967) advocate that data collection, coding and analysis should be ongoing throughout the study as the information obtained points the direction for future sampling and determines the focus of future interview probes. In the study the data analysis was undertaken both during and subsequent to data collection. Understandings developed from the analysis of the documentary search were used to design specific interview questions and interviews led to re-examining literature and to further questioning.

The documentary data on various issues were arranged in a chronological order and were placed in separate files, one for each issue. Then a further breakdown of the data was undertaken, separating the external demands, recommendations or expectations from the Faculty's responses for these demands, recommendations and expectations.

Later, the information gathered from the documents was supplemented by interviews to fill in the gaps. Interviews on specific issues helped provide the historical overview for each of the issues. A written transcript was prepared for each interview. Each interview was numbered. Then sentences associated with the same idea were transferred to a card along with the interview number. Each of these cards was then assigned to the appropriate one of the seven files. Categories and sub-categories were developed for each file based on the new information. For example, from the documentary data sources two factors -- internal and external -- of a particular issue emerged which represented one stage of historical development of that issue. Subsquently, it was possible to identify internal and external factors at different stages of adaptation, such as its initiation and implementation. Similarly,

sub-categories also emerged from the coding.

The documentary data were used to confirm and cross-validate the interview data because in some cases the respondents were unable to recall specific dates or events. The data were analyzed to infer patterns or consistencies. The information that seemed to be relevant to problems under investigation were singled out and were put together while irrelevant information was put aside. The generalizations that began to emerge early in the data collection phase had been confirmed or rejected in later interviews. There was an attempt to interpret each case-study and answer a number of questions on environmental influences, patterns of organizational response, interplay of environments, facilitators and impeders in the process of adaptation.

Each file was subsquently arranged to give some semblance of order to the information gathered. Transcripts were returned to key informants for verification and additional information.

D. Validity and Credibility

Since the study did not rely on statistical analysis of data, the usual tests of validity and reliability were not applied. However, both quantitative and qualitative studies have to convey the findings in a credible manner. The questions of validity, reliability, and objectivity have to be answered in all scientific inquiries. Guba (1981:10-25) considers that the validity or "trustworthiness," as he calls it, of qualitative research is concerned with truth value, applicability, consistency and neutrality. In order to prove the "trustworthiness" of the findings the researcher has to ensure that the findings are credible, transferable, dependable and confirmable (Guba and Lincoln, 1982:246-7).

Credibility is the degree of confidence in the findings of a particular inquiry. The crucial concern in naturalistic or qualitative research is whether the researcher's analyses and interpretations agree with the subject's views and perceptions. Observation, peer debriefing, triangulation, and member checks have been recommended by Guba (1981) to ensure

credibility. The proponents of naturalistic inquiry discount generalizability (except in a limited sense) but agree that transferability is possible. To ensure transferability, purposive and theoretical sampling (Guba, 1981) and "thick description" (Geertz, 1973) are recommended. "Thick description" permits the making of "reasoned judgements" concerning the fit between the present and other contexts. Dependability refers to stability of the data. To ensure dependability the researcher may employ triangulation or establish an audit trail which will permit the reader to examine the process whereby the data were collected, analyzed and interpreted. To ensure confirmability, Guba (1981) recommends that the researcher should employ triangulation. Thus triangulation stands as an assurance of methodological rigor to ensure credibility, dependability and confirmability.

Triangulation is often recommended as the most preferred methodological strategy especially for elusive terms like legitimacy (Miles, 1979) or anxiety (Jick, 1979). Triangulation is accepted as a means of ensuring that the findings are valid (Denzin, 1970; Jick, 1979; Patton, 1980). Denzin (1970:297) defines triangulation as the "combination of methodologies in the study of same phenomena." In the triangulation process several different methods are used to address the same theoretical questions. Triangualtion can involve varieties of data, investigators, theories, perceptions, as well as methodologies (Denzin, 1970:301). This process is based on an assumption that the confidence of an instrument is determined by the size of error it allows. Thus confidence in the measure can be enhanced by minimizing error in each instrument by comparing information from multiple sources. According to Jick (1979:604) the "effectiveness of triangulation rests on the premise that the weakness in each single method will be compensated by the counter balancing strengths of another."

In the study an attempt was made to cross-validate and ensure the reliability of information through the use of multiple and varied data sources by a triangulation process. Interviews from different people in relation to the same issue, official and non-official data, perceptions of insiders as well as people from outside the organization led to triangulation to assure credibility and confirmability. Purposive sampling was used when key informants were

asked for other knowledgable persons to ensure transferability. Credibility is also assured because of member checks and peer debriefing. The audio tapes and transcripts were kept for auditing. Thus by juxtaposing different modes of enquiry and analysis, the study gained the discrete advantages of each and offset their inherent liabilities, thereby achieving deeper understanding of the concept of adaptability than would be attained by using either mode alone. Any inconsistencies in the information provided by the interviewees were noted and probed.

E. Summary

This chapter has presented an overview of the research methodology used in the study. The study adopted a case-study approach, it was essentially descriptive in nature. It was not designed to test or verify hypotheses. Only one organization, the Faculty of Education at the University of Alberta, was selected for study, and only one phenomenon -- adaptability of the Faculty -- has been studied through the in-depth examination of seven issues. A discussion of qualitative research methodology and of the case study approach, presented in the chapter, reflected upon the appropriateness of these research methods for the present study.

Strategies of data collection included documentary research and interviews. Interviews of past and present administrators of the Faculty, several faculty members, and the representatives of stakeholder organizations were conducted. Data were also collected by means of survey of primary and secondary documentary sources.

These data were analyzed both during the period of data collection and subsequent to it. Finally, the validity and reliability of the data were ensured by a variety of procedures such as triangulation, member checks and peer debriefing.

Chapter V

IDENTIFICATION OF SIGNIFICANT ISSUES FACING THE FACULTY

The term "issue" as it is used in this chapter is defined as "a matter, the decision of which is of special importance." The Faculty of Education at the University of Alberta has faced many problems and a variety of pressures from within and without during the decade of 1974-1984. Those problems and pressures which were of critical importance for the Faculty and which required a definite response from the Faculty are considered as issues. The purpose of this chapter is to present the issues identified by means of the documentary search and interviews and to describe how and why seven issues were selected for in-depth examination in this study on the adaptability of the Faculty.

A. Identification of the Issues

On the basis of a preliminary review of literature and search of relevant documents, certain issues were identified which affected the Faculty in the area of teacher education during the ten year period, 1974-1984. These documents consisted of theses on related topics, reports, minutes of the Faculty of Education Council, minutes of the Alberta Department of Education's Board of Teacher Education and Certification Executive Council, and yearly resolutions of both the Alberta Teachers' Association (ATA) and the Alberta School Trustees' Association (ASTA). Numerous issues were identified which demanded the involvement of the Faculty of Education. There were many pressures on the Faculty from time to time to modify its program areas -- to broaden or to change them. There were various demands for changes whereby new temporary or permanent units would be added, committees established, or policies changed. The Faculty did not respond positively to all these pressures -some were ignored. There were references to certain problems in the minutes of the Board of Teacher

Education and Certification (BTEC) or in the resolutions passed by the ATA or the ASTA that received limited attention in the discussions at the Faculty of Education Council. The decision of whether or not to respond to all external pressures was dependent on the administrators of the Faculty.

Worth (Personal interview, 15 October, 1984) considered it impossible to respond to each and every request or demand put forward by any individual or organization. He recalled:

> When I was the Dean we would receive three or four resolutions a term from various organizations asking for the inclusion of a compulsory course in the B.Ed. program in an area of particular interest to them. We simply could not respond positively to all of them. If we had, the teacher preparation program would have become a "monstrosity." Some proposals were rejected outright on philosophical grounds, others were shelved because we felt we could never justify or secure the required resources. Still others were given brief consideration before they were laid aside, while a few were studied very carefully and eventually influenced the shape of the program. In each instance, we would send a polite letter to the sponsoring organization advising them that we were unable to accede to their request at this time.

In the same interview, Worth further explained that it was necessary for the stability of the organization that each and every piece of environmental information is not passed through. He said:

> One of the functions of the Dean is to shield the Faculty from the influence of the environment. He serves as a gatekeeper and tries to create an atmosphere of stability. Sometimes he fends the pressures off or deals with them without involving the Faculty. I think that it is important for the leader to maintain the equilibrium and stability of the internal environment.

As the focus of the study was on the definite and positive responses of the Faculty, issues that did not get a positive response from the Faculty could not be considered for in-depth examination irrespective of their importance or significance. But at the same time this phenomenon of negative response emphasized the significance of the administrators' choice and decisions.

The effort at identifying the significant positive issues was based on primary documents, secondary documents and preliminary interviews.

Primary documents. The examination of primary documents like the minutes of the Faculty of Education Council and Faculty commitees helped the researcher to recognize those

issues that dominated the discussions of the Faculty of Education Council in the area of teacher education during the period of 1974-1984 within the Faculty of Education at the University of Alberta. Several definite changes were also made in the program content, technology and structure of the Faculty in response to internal needs and external expectations. A proposal for the Faculty of Education's Teacher Preparation Program developed in 1976 states that:

> Teacher Education Institutions today are finding that they are having to respond to new and increased expectations of school systems, parents and social groups, with respect to the preparation of teachers.
>
> In addition, contemporary teachers are being called upon to practice in a rapidly changing social environment, and deal with more sophisticated and diversified issues than has been the case in the past.
>
> ....The Faculty has developed a variety of innovative activities and programs, including among many, the music education, the multiple-activity industrial arts program, the curriculum laboratory, the intercultural education program, and resources in computer assisted instruction. Both the number and the quality of Faculty activities are evidence of its diversity of expertise and its capacity for leadership and innovation.
>
> (Faculty of Education Council Meeting Minutes Oct. 19, 1976)

Various program changes have also been made during the decade of 1974-1984 to enrich teacher education and to serve the unique needs of the student population. Walter Worth, the Dean of the Faculty of Education at the University of Alberta for the years 1975 to 1983, mentioned in a Faculty of Education Council Meeting in 1981 that significant development activities of the Faculty were, " ... regarding compulsory experience for all undergraduates related to learning disabilities, a minor in special education for the industrial arts, secondary and vocational routes, a B.Ed without certification, and computer literacy." (The Faculty of Education Council Minutes, September, 1981). In addition many temporary and permanent units and committees have been established to facilitate the teacher education program of the Faculty, such as the College Liaison Committee, the Division of Field Sevices, the Committee to Investigate Undergraduate Writing Skills, and the Long Range Planning Committee.

Some of the changes mentioned in Faculty documents were related to policy and several of these changes had external input. For example, the Faculty accepted the Board of Teacher Education and Certification's guidelines regarding after-degree certification stating

that this certification should include a professional component of 7-12 full course equivalents including a full course in practicum experience. (Faculty of Education Council Meeting, December 3, 1975). Or, in its April 20th, 1982 meeting, Faculty of Education Council endorsed the inclusion in the calendar of statements on the writing competence and speech screening by stating that "All students in the Faculty must provide evidence of competence in both speech and writing." This was an issue which the Alberta Teachers' Association had been pressing for a long time. Some issues were concerned with the quality of teacher education, others were related to enrollment and demographic problems. For example, "The Report of the Edmonton Public School Board's ad hoc Committee on Standards of Student Achievement in Language Arts" (November, 1980) recommended that the Faculty should give consideration to having all teachers in training satisfactorily complete a course in language arts and reading (Faculty of Education Council, December 2, 1980). In addition, General Faculties Council asked the Faculty to respond on the matter of admission policies and quotas in faculties (Faculty of Education Council Meeting, January 7, 1984).

Secondary documents. In an attempt to determine the significance and the importance of the issues, support from other sources, such as secondary documents and interviews, was sought. Secondary documents such as books, articles and reports gave some indications of the issues affecting the Faculty of Education at the University of Alberta. Fullan and Wideen (1980) in their report on the University of Alberta's Faculty of Education mentioned specific changes including the extended practicum, the development of curriculum and instruction courses and their integration into the practicum, the shift to a generalist elementary route, and a revised undergraduate program.

In the report of the third Alberta Tri-University Conference (1981) the establishment of three "impressive" committees was mentioned by Robert Anderson, the then Dean of Education at the University of Lethbridge, as "planning mechanisms" of the Faculty of Education at the University of Alberta whose purpose was to bring in positive changes in the area of teacher education. He specifically mentioned the establishment of the Undergraduate Studies Review Committee (USRC), the Committee of Basic Skills and Knowledge (CBSK),

and the Committee on Course and Program Review and Approval (CCPRA).

Preliminary interviews. Preliminary interviews were conducted with the administrators of the Faculty to help the researcher to discover and understand their perceptions with respect to the major issues facing the Faculty which had some external input. For example, Walter H. Worth (Personal interview, 15 October, 1984) commented on certain demands from outside and on the Faculty's adjustments to cope with these demands. He mentioned that:

> The major pressure for change, no doubt, was for increased time for the practicum.... There were also some changes in the schools that made us move away from a specialist to a generalist approach at the elementary level....
>
> Although we have been a leader in computer technology for a long time, we were ill-prepared to meet the dramatic rise in the use of microcomputers. Consequently, many external bodies viewed us as being unresponsive to their needs.
>
> Religious education is another area in which we had to make certain adjustments to appease the Alberta Catholic School Trustees' Association.
>
> Another kind of pressure came from the Alberta Teachers' Association and school systems for greater attention to continuing professional education. Still others wanted us to provide a compulsory course in the teacher education program dealing with the learning disabled.

Myer Horowitz, (Personal interview, 2 October, 1984) who had preceded Worth as Dean, responded:

> I think that the Faculty is somewhat prepared to meet the external challenges.... The Extended Practicum is a good example. The Morning Star Project, as I recall was a success. The Faculty was able to respond positively with some special funding... . We took seriously preparing all teachers for learning disabled children. It was an area in which we were interested and wanted to do something....

B. Selection of the Issues

From the many issues identified by means of the procedures explained above, seven were selected for in-depth examination. The selection was made on the basis of the following considerations:

The first consideration was the manageability of the project. It was simply impossible to study all of the issues in detail in the limited period of time available.

The second consideration was the importance given by the administrators of the Faculty to the issues. Rather than relying on the subjective judgement of the researcher, the

views exposed by experienced administrators and members of the Faculty during the preliminary interviews served as a guide. Issues which they felt held particular importance for the Faculty during the the years 1974-1984 were selected.

The third consideration for selection was that the seven issues would be in response to some external impetus. Other considerations for selection were that these issues should cover different time periods for the decade 1974-1984 and these issues should represent diferent areas of response.

Similarly, consideration was given to why a particular issue might not be selected for in-depth examination in the present study. First, some of the issues related to teacher education demanded the decision of the University, the parent organization, and not of the Faculty. The admission competency examination, admission requirements or policies related to a quota, are two examples. In relation to the latter, Horowitz explained, "...although the Faculty of Education should have its specific needs in mind, the decision on a quota should be a University decision, not one left to individual faculties." (Minutes of the Executive Committee, FEC, Jan 7, 1975).

Secondly, those issues where the decision for change was entirely internal were not considered as good examples of the Faculty's adaptation and were dropped from consideration for the present study. Examples are the creation of the Committee on Course and Program Review and Approval (CCPRA) or the Undergraduate Studies Review Commitee (USRC). Faculty records reveal that in April, 1976, the Faculty of Education decided to establish an Undergraduate Studies Revision Committee to "thoroughly examine the Faculty's B.Ed. degree and teacher certification." Likewise, the establishment of the CCPRA was the decision of the Faculty, as Worth explained. He indicated that the Faculty wanted to establish a mechanism to provide for a continuous evaluation, feedback and adjustment of its programs. Another feature of the Committee was to expedite approval of new courses and changes in courses to lighten the work of the Faculty Council.

Likewise, innovative projects sponsored by various departments of the Faculty or by an individual Faculty member were not considered appropriate for in-depth examination in

the present study as they did not represent the Faculty as a whole but segmented efforts of individuals or groups. In 1984, in response to a directive from the government, a report was submitted by the Deans of Education of Alberta universities in a proposal entitled, "*Deans' Report: The Model for Future Education.*" Although this issue was given impetus from outside the Faculty of Education at the University of Alberta, it was not considered for detailed examination in the present study for two reasons: (1) the response was made not by the University of Alberta Faculty alone, but by the Dean's of all Alberta Faculties of Education. (2) the report did not represent the viewpoint of the Faculties of Education but of the Deans.

Moreover, financial problems were the chief worry of the administrators of the Faculty during the years 1974 to 1984. Inadequate financial support from the parent organization (ref. letter of Dean Worth to the Vice-President Finance and Administration of the University of Alberta, dated June 19, 1981) and financial constraints imposed upon the Faculty due to tight fiscal policies of the government (ref. University of Alberta President's letter to D. E. Berghofer, Assistant Deputy Minister of Advanced Education, December, 1981, and letter to Dr. A. Pearson, Assistant Dean Practicum, from Dean Worth, 7 January, 1982) appeared repeatedly in Faculty documents. The problem of financial constraints was not to be taken as an issue for examination of the continuing nature of the problem. It was a specific problem which required the Faculty's one-time response. However, the problem of finances constitutes a part of several of the issues studied.

The issues selected were the following:

1. Should the teacher education practicum be extended?
2. Should the Faculty prepare native teachers?
3. Should the Faculty offer special preparation for teachers of Catholic schools?
4. What provisions should be made to prepare teachers to cope with learning disabled children?
5. How could the supply of vocational teachers be increased?
6. How should the Faculty respond to pressures for increased computer literacy among

teachers?

7. Should the teachers be prepared by means of a generalist route rather than being trained as specialists?

The study of each of these issues took a form of mini case-studies whose focus was on the adaptability of the Faculty. All these issues revealed two common characteristics: (1) they had certain external inputs, and (2) they required some direct response by the Faculty. To cover the period of 1974 to 1984 an attempt was made to take up those issues which were of importance during those years and to specify the particular year or years for each issue. It is impossible to fit the process of organizational adaptation into a specific time-frame. Therefore it was necessary, on occasion, to review certain events that took place prior to or following the actual period of adaptation for a specific issue.

Thus, in the decade 1974-1984 there were three major directions or themes for the responses made by the Faculty and the aforementioned issues may be classified into these. Although the categories may not be mutually exclusive, for the purpose of simplification, the issues may broadly be grouped as follows. First is the response to policy changes; for example, the introduction of the extended practicum was in response to policy changes introduced by the Government regarding the certification of teachers. Second, revisions were made or programs were added to satisfy the needs of a particular group or clientele. For example, the preparation of Native teachers, the preparation of teachers for Catholic schools and the preparation of teachers to cope with learning disabled children. Third, some attempts were made by the Faculty to cope with changing needs for teachers. In the area of instructional component, the content of teacher preparation was changed to ensure that the needs and expectations for teachers trained in particular areas are met, for example, training of vocational teachers, making teachers computer literate or introducing a generalist elementary route or major/minor at the secondary level. The three "major" directions or themes and the issues associated with each are shown in Table 5.1.

The selection of these issues also indicated that they vary in importance, in their external inputs, in success and in time and energy of the Faculty they consumed. It was

Table 5.1

Organizational Response to Environmental stimuli

Year	Environmental Inputs	Organizational Response
	Response to Policy Changes:	
1974-78	Policy changes for extended practicum	Extension of the practicum
	Response to the needs of selected groups:	
1975	Teacher education program for Natives	Project Morning Star
1977-81	Preparation of teachers for Catholic schools	Introduction of a minor in religious and moral studies
1980-84	Compulsory course to cope with learning disabled children	Proposal to establish institute for learning disabled
	Response to the needs for teachers:	
1976-78	More general education for teachers	Generalist elementary route, major/minor at secondary level.
1977-82	Supply of vocational teachers	Compressed program in the area.
1975-84	Train computer literate teachers	Establishment of Computer Needs Committee and introduction of computer literacy cources.

believed that these issues would enable the researcher to explore various factors which contribute to organizational adaptation.

C. Summary

The identification of the above-mentioned issues reflected the positive response of the Faculty of Education to external elements. The Faculty appeared to be generally responsive to environmental stimuli by making adjustments in programs, structures, or technology .

In this chapter several issues were identified which have had an impact on the Faculty's teacher education program. The issues were identified with the help of primary and secondary documents and preliminary interviews: The seven issues selected were as follows; the extension of the practicum, Project Morning Star for preparing Native teachers, the preparation of teachers for Catholic schools, compulsory instruction to assist teachers in understanding and teaching learning disabled children. the introduction of generalist education for teachers, increasing the supply of vocational teachers, and making teachers computer literate. The criteria used to select the above mentioned issues were as follows:

1. they should be specifically related to teacher education;
2. they should be in response to external needs and demands;
3. they should be perceived important by Faculty administrators;
4. they should represent the viewpoint of the Faculty as a whole;
5. they should involve the Faculty's decisions; and
6. they should demand one-time response of the Faculty.

Chapters VI, VII and VIII concentrate on three themes, namely, response to policy changes, response to the needs of selected groups, and response to particular needs for teachers. There is an attempt to examine the process of the adaptation -- how does the Faculty choose to respond to each issue in the following chapters. An overview of the events which occurred during the period of adaptation for each issue is provided in these chapters. While the content of each case-report is quite different, certain similarities were apparent

among all the issues. A standard format for the case-reports, an outgrowth of theory, is adopted. A three-part format is chosen for reporting including the initiation, and the two phases of adaptation-preparation and implementation (behavioral adaptation). As the organization's adaptive behavior is in response to certain environmental stimulus the external impetus that generated particular response of the Faculty is examined in the initial stage. Thus, initiation and the two phases of adaptation -- preparedness for adaptation, and implementation -- as described in Chapter IV were the foci to examine the process of adaptation. The descriptive findings associated with each issue are presented to reflect these categories. For convenience in reporting, the information obtained from interviews and documentary review is presented under these categories.

Chapter VI

RESPONSE OF THE FACULTY TO POLICY CHANGES RELATED TO PRACTICUM

The purpose of this chapter is to describe how the Faculty of Education incorporated the extended practicum into the teacher education program. Changes made in the Faculty were in response to a teacher certification policy by the government of Alberta. The chapter is divided into four sections. The first section briefly describes the background of the extended practicum. The second section examines the initiation of the extended practicum in the decade 1974-1984. The third and major section of the chapter deals with the response of the Faculty, which includes preparation for adaptation and the implementation of modifications within the Faculty. A discussion of the chapter is presented in the last section.

A. Background to the Extended Practicum

The practicum component of teacher education has a long history. Practice teaching, often described as field experiences, practica, professional training, and sometimes as internship has become progressively more important for teacher training institutions. The extension of the practicum is considered by teacher educators as one of the major themes that have dominated discussions about the preparation of teachers in the province of Alberta during the past two decades. The importance of practice teaching and classroom experience has always been recognized by teacher educators but the research done in the field during the sixties led to the issue concerning whether the period of practice teaching should be extended (Chikombah, 1979). It was largely believed that the extended period of practice teaching would develop "professional competence" as noted in Theory to Practice (1981), a report of the Committee to evaluate the extended practicum program at Alberta Universities:

> Educators "generally felt" that an extended field experience and the closer integration of field experience with theoretical offerings greatly enhanced a student's

> ability to work effectively in a classroom, particularly when coupled with a high level of support by teaching, supervisory, and university professionals in making the field experience a training as well as an evaluative experience...
>
> (Theory to Practice (Appendix); 1981 Program Description 4).

Prior to 1977, the practicum experience for Education students at the University of Alberta consisted of five or six weeks of student teaching, usually in the Edmonton area schools. This total of five to six weeks of full-day placements (depending on the program route of the student) was typically distributed as half-day placements stretching over a substantially large number of weeks, except in the after-degree program. On May 4, 1977, the Alberta Minister of Education officially announced the present policy of the extended practicum, that is, the teacher education practicum component was extended from the equivalent of six weeks of full-day experiences in the classrooms to thirteen weeks as a requirement for certification. Although the deliberations leading to the establishment of the policy on the extended practicum in Alberta originated in 1966 (Chikombah, 1979), it was a tedious task to get the practicum extended to thirteen weeks. Some individuals did not believe in the extension of the time period set aside for practice teaching and this led to differences of opinion within the Faculty and to disagreements amongst groups outside the Faculty. Moreover, financial constraints and other barriers made the task of adaptation difficult for the Faculties of Education in the Province. At the time of writing, all the provincial Faculties have fully implemented the extended practicum program but the process of acceptance and implementation of this policy was neither easy nor smooth.

B. Initiation of the Extended Practicum

The idea of extending the practicum component of the teacher education program in the Province had its formal origins in the meetings of the Board of Teacher Education and Certification (BTEC). Discussions in those meetings were centred around two issues: (1) extending the time period of the practicum component in the teacher education program; (2) making four years of teacher education as the minimum requirement for certification.

Combined together these two issues influenced the policy changes introduced by the government. The impetus for the introduction of the extended practicum came from bodies like the Department of Education and the Alberta School Trustees' Association. Initially, the Faculties of Education were not interested in the extension of the practicum. The Alberta Teachers' Association and the universities, however, demanded four years of teacher education as minimum requirement for certification. Chikombah (1979:v) observes:

> Within the years 1966 to 1977 in Alberta, certain educational interest groups demanded the extension of the teacher education minimum requirements from two to four years and the extension of the teacher education practicum component from six to thirteen weeks.

Former Dean of the Faculty, W. H. Worth (Personal interview, 24 January 1985), in looking back at this period that preceded his deanship stated:

> The genesis of the notion of the extended practicum goes back many years. In a sense, there have always been a number of people within the profession, on school boards, in government, who thought that teacher education was not sufficiently practical and that there should be greater provision in the university teacher education programs for the translation of theory into practice through actual experience in the schools.
>
> The idea really came to the fore in the early seventies (1972-73) and gave rise to what is known as the "Extended Practicum." It was something that government had desired for some time and government had the full support of the Alberta School Trustees' Association.

The demand made by the Alberta Teachers' Association and by the universities for four years of teacher education as the minimum requirements for certification provided indirect support for the extension of the practicum component of the university program. In an interview, Worth (Personal interview, 24 January, 1985) commented that, "Among the stakeholders the teachers' association and the universities wanted a four-year B.Ed. degree as the requirement or basis for professional certification. Such a proposal had been put forward by these groups at meetings of the BTEC." This demand, in turn, had the support of the general public and the members of the BTEC as they believed that the supply and quality of teachers would be positively affected by improved standards of teacher preparation. Worth (Personal interview, 24 January, 1985) recalled that:

> It was a time when the general public had started questioning the quality of teacher education. The public also supported the view that four years should be the minimum requirement for professional teachers. Moreover, it was a fairly affluent time in the province and therefore a good opportunity for increasing pre-service

teacher training to four years.

As far back as 1968 the ASTA had a policy resolution to "Urge the requirement of a compulsory one-year period of internship as part of the degree and certification requirements for teachers (ASTA Handbook, 1974:31)." But in the discussions of BTEC meetings it became clear that the Alberta School Trustees' Association would support going to a four year teacher education program only if the practical component, that is, practice teaching, would be increased. They were not ready to support the four year program if this meant merely an increase in formal course work at the university. The ASTA had several reasons to push for an extended period of practicum, for example, provision for rural experience and improvement in the quality of field experiences generally. Trustees also believed that the extended field experience could also be used as a recruiting mechanism, and the dropout rates among beginning teachers could be reduced.

It is difficult to say whether the ASTA had influenced the government's decision or not but the Minister of Education expressed the same desire in the early seventies. On January 12, 1972, Hrabi, the then Chairman of the Executive Committee of the BTEC, reported to the members of the Board that the Alberta Minister of Education had shown an inclination to move to a four-year minimum program for certification, provided the three Faculties of Education in the province would consider developing a four-year program that would include an extended period of practice teaching equivalent to one semester (BTEC Executive Meetings Minutes, January 12, 1972). The Minister supported the philosophy that by professional development of the student teachers the quality of teacher education might be enhanced. The Minister being fully aware of the power of his Department as a certifying body proceeded to establish a policy which required an extended practicum of thirteen weeks as the requirement for certification.

The university representatives and the teacher association representatives initially did not accept the idea of the extended practicum as it was. Later, however, the teachers' association personnel realized that the support of the ATA for an extension to the practicum would enhance the chances of obtaining four year certification. Moreover, the ATA also had

some concerns regarding time spent by student teachers on practice teaching and gaining classroom experience. In a 1972 report, published by the ATA, entitled *Teachers' Evaluation of their Preparation for Teaching*, teachers had reported that practice teaching provides valuable lessons, i.e. understanding student behavior, guidelines for teacher's behavior, classroom mangement and discipline. In addition to the above reasons Worth (Personal interview, 24 January, 1985) believed that the ATA supported the notion of the extended practicum at a later stage because,

> The ATA saw it as an opportunity for the professionals to have a greater say and a greater role to play in pre-service preparation. With the extended practicum the members of the profession would have more involvement in the program and that would have a steering effect on the program and entrants to the profession.

Thus, factors external to the Faculty had a positive influence on this movement to establish an extended practicum in the teacher education program. The interest of the most powerful body among the interest groups, the Department of Education, with a binding condition of certification added strength to the movement.

C. Response of the Faculty

The response of the Faculty to the demand of introducing the extended practicum was initially negative. The Faculty was reluctant to introduce a mammoth component such as the extended practicum as a part of the teacher education program. Later, after many meetings and discussions, the Faculty was, however, ready to include the extended practicum in the teacher education program as described below.

Resistance within the Faculty

The issue of extending the practicum component of the teacher education program was not new to the administrators of the Faculty. They were well aware of the fact that they could be required to make necessary changes regarding the practicum. Still, the administrators in the Faculty could not persuade the entire faculty to agree to the Minister's proposal in an outright way. In response to external bodies' demands to introduce the

extended practicum in the teacher education program the Faculty of Education at the University of Alberta at first resisted. This resistance within the Faculty was noted by S. N. Odynak, Assistant Deputy Minister, Program Delivery Division at the Department of Education. Odynak (Personal interview, 24 May 1985) recalled, "As I look back at the history of the extended practicum in the University of Alberta I can recall that we had to pull the University kicking and screaming into the practicum."

There were several reasons for the negative response of the Faculty. First of all, as Chikombah (1979:93) indicates, the universities felt that this program was infringing upon the autonomy of the universities. Chikombah (1979:93) writes, "The university representatives were opposed to any suggestion that the ATA and the ASTA undertake the administration of student teaching, including recommending final grades."

Some faculty members felt that they were being imposed upon by the government and the Board of Teacher Education and Certification as revealed in a letter of D. A. MacKay, the then Chairman of Elementary Education, to the then Dean Horowitz (Dated 18 March, 1974), "I think that Faculty as a whole should have a major input into decisions ....In my opinion the decision about the extended practicum was not discussed sufficiently in the Faculty before action was taken by the Board and the government."

Furthermore, before the final acceptance of the idea by the Faculty, internal discussions revealed a great deal of disagreement and differences of opinion amongst the faculty members themselves. There has always been a group of people within the Faculty who thought that the "tricks of the trade" could be learned in the field while the theoretical know-how should be provided in the academic institutions. Others believed that internship would be a good alternative to the extended practicum while other groups of faculty members supported the idea of the extended practicum. L. R. Gue (Personal interview, 19 April, 1985), a professor in the Department of Educational Administration, recalled that there was opposition to the idea of the extended practicum from some senior members of the Faculty. He stated:

> It was the belief of many senior people, who in a way started the Faculty, that just a blend of liberal education and a few professional courses would generally

> produce good teachers. For example, they would say, in the forties people used to take only ten teaching courses and still they were very good in their jobs.

F. Enns (Personal interview, 10 April, 1985), a former Associate Dean and Acting Dean of the Faculty, felt that the reaction of faculty members to the extension of the practicum was a "mixed" one. Enns explained that for "professional reasons" most of the faculty members were convinced that it was a good move. "However, there were people in the Faculty who resented the pressures to speed up changes, and there were people who thought that the extended practicum was a good thing for a few students, but not necessarily for all."

James Hrabi (Personal interview, 30 May 1985) from the Provincial Department of Education recounted:

> When the government decided that there should be an extended practicum in the teacher education program there was strong resistance within the Faculty. Some of the faculty members did not see it as a good idea, many people in the Faculty did not have a full understanding of the issue so there was a great debate in the Faculty over the desirability of moving in the direction of the extended practicum.

The faculty members were concerned about many aspects of the extended practicum which could be seen emerging during the initial meetings. These were related to the autonomy of the University and of the Faculty, to the contents of the program, and to the adjustments made among different content areas. Chikombah (1979:97) mentions that the Faculties of Education had certain concerns unique to them such as how the practicum would be supervised, whether there would be a reduction in the content subjects, whether the extended practicum would bring about an imbalance between the content subjects and the practicum in vocational education, and who would have control of the practicum in the schools. Above all, university personnel were concerned about the flexibility of the extended practicum. They preferred a process which would allow for different kinds of practice teaching and for flexible scheduling rather than a block of one semester of student teaching. Myer Horowitz (Personal interview, 22 April, 1985) elaborated as follows:

> I think there were several issues within the Faculty and without the Faculty (where the Faculty relates with other agencies).... The main issue within the Faculty was the details for the new program and there was a major debate as to whether the response to the Minister should be one semester of practicum or whether we should interpret the Minister's requirements by altering phrasing in our own lines, from one semester to the equivalent of one semester.

> Also within the Faculty the question,"How to prepare students for the field?" dominated. To a certain extent the nature of more formal courses had to change because students would be more in the field. So that consideration was instrumental in bringing about a change not only in the curriculum of the practicum but also a modification in the total program. Involvement of faculty members and their increasing workload were some other minor considerations.

The positive internal support from the Faculty at this stage appears to be very weak but finally led to the acceptance of the idea. Moreover, the discussions carried out in the initial stage of adaptation also helped in clarifying many ambiguities and doubts about the practicum as Horowitz (Personal interview, 22 April, 1985) mentioned:

> Like in any university community, I believe, there were differences of opinion. But I think it was good that these people raised those questions because then we were able to avoid some problems later which we might not have avoided, had those questions not been raised.

These discussions showed that most of the problems could be handled in the future. The Faculty decided to commit itself to the extension of the practicum.

In spite of initial hesitation and considerable discussion, the three universities realized the advantages of agreeing to the introduction of the extended practicum. The universities did not try to change the government's decision so there was not much choice for the Faculties of Education but to accept the policy changes. The universities presented proposals for increasing the time allocations for the practicum in which they accepted that B.Ed. programs would include an extended practicum equivalent to one semester. Eventually the recommendation went forward from the BTEC to the Minister of Education. After discussing the issue with the Cabinet Committee on Education, the Minister endorsed the concept. Thus, the influence of outside bodies on the universities succeeded in changing the structure of Faculty programs, as Chikombah (1979:102) observes:

> The significance of this action by the universities is that the B.Ed. program structures had been dictated from outside. The government suggested that the new four year B.Ed program include an extended practicum; the universities went along, without considering the question whether their autonomy was slipping away.

Preparation to Implement the Extended Practicum

After the acceptance of the idea of the extended practicum preparations for adaptation commenced. The Faculty was concerned about two issues: first, the financial

support, and second, the control of the program. After the proposal was accepted, the major concern shifted to how the extended practicum should be financed. The implementation of the extended practicum required additional funding. The increased time for the practicum was an addition to the existing program and the Faculties of Education did not have the financial resources needed to implement the extended practicum. Worth (Personal interview, 24 January 1985) commented:

> In the course of discussions this important question on the cost implications of the extended practicum was raised several times. At this point, the Department of Advanced Education became involved because the universities did not have funds to pay honoraria to the cooperating teachers or to hire the additional staff to supervise the practicum.

Initially, the Department of Advanced Education was not prepared to sanction a special grant for the extended practicum. On September 27, 1973, the then President of the University of Alberta, M. Wyman wrote a letter to the Minister of Advanced Education, stating that the Board of Governors of the University of Alberta regretted the government's decision that the Department of Advanced Education could not provide additional funds for the new program required for the certification of teachers in the province. He also mentioned that the Board was prepared to discuss the matter with the two ministers concerned (BTEC Executive Meeting, March 7, 1974). In response, the Minister of Education sent letters to the presidents of the three Alberta universities on March 6, 1974, inviting the Boards of Governors of their universities to forward letters of intent to submit formal proposals for special consideration by the Department of Advanced Education if they deemed it necessary to seek additional funds for the extended practicum. Without delay the universities sent their letters of intent to the Department of Advanced Education. Thus, was born the notion of a special grant to support and subsidize the practicum. On May 2nd, 1974, at the BTEC meeting, the representative of the Department of Advanced Education revealed that the extended practicum would be funded by non-formula grants upon the receipt of proposals from the universities. He also elaborated that these grants would be available only for 1974-75 and 1975-76; after 1976 the practicum would be supported in a different way.

Moreover, the Faculty did not want any external body, such as the ASTA or the ATA, to have control over the teacher preparation program. This problem was easily solved as the special funds were given to the Faculty but how they were to be spent was to be determined in agreement with the ATA.

After the financial problem was clarified it really did not take very long for the universities to prepare a proposal, to have it checked with the various departments within the Faculty and the ATA, and to forward it to the provincial government. On July 30, 1974, H. E. Gunning, the new President of the University of Alberta, received a statement of final approval for financial support for the extended practicum from Reno Bossetti, Assistant Deputy Minister of the Department of Advanced Education and Manpower. In turn, the Faculties were informed that the funds were now available for the extended practicum to hire additional staff and to make modifications in the program.

External Barriers

Implementation of the extended practicum was delayed for a number of reasons. The Faculties were prepared to implement the extended practicum but environmental factors inhibited their doing so, prolonging the period of preparation and slowing down the pace of adaptation.

The question of "release time". When it became obvious to the teachers that the extended practicum was to become an integral part of the B.Ed. program and that the time allocated to it would be for a whole semester, teachers raised the question of "release time." The ATA policy on release time as stated in ATA Handbook (1977:170) was:

> The ATA advocate that, where a practicum consisting of one semester, or the equivalent, of field experiences becomes a required part of teacher preparation programs, committees be established on a regional basis (one for each university) to carry out negotiations among school boards, universities, the Department of Education, and the Department of Advanced Education and Manpower and the Association to make provision for funds for school systems to provide release time from other duties for cooperating teachers while they have student teachers in their classrooms.

Worth (Personal interview, 24 January, 1985) recalled the effect of this policy on the proceedings:

> The extended practicum had just become operational when the Teachers' Association got the idea that that instead of paying honoraria to cooperating teachers they should have release time. Their argument was that having student teachers in cooperating teachers' classrooms would mean that there would be some extra demands on their time. They would have to organize certain activities so that student teachers could participate effectively in it. For these planning activities they needed extra time and they demanded that substitutes be hired to take over classes for a certain number of periods a week.

Teachers stuck to their unanimous agreement that there should be remuneration in the form of "release time" but neither the trustees nor the government was ready to accept any part of that because they thought that not only would it be very expensive but it would also be very disruptive to teaching and learning in hundreds of classrooms. F. Enns (Personal interview, 10 April, 1985) elaborated:

> Teachers became very insistent that the "release time" issue should be dealt with on their terms. Their terms involved major financial increase in the Departments of the government. And what complicated their quest was that the Department of Education was responsible for certification and the Department of Advanced Education and Manpower for funding. So there was not only one but two Departments involved and sometimes there was problem of communication between those two Departments. At least they did not perceive the issue in question in the same way.

This disagreement amongst the organizations made things more complicated. This question of release time appeared as the greatest barrier in the introduction of the extended practicum at that time. James Hrabi (Personal interview, 30 May, 1985) indicated:

> I do not regard the resistance of the Faculty or the financial problems which we had over here in government as major issues (although there were people in the government particularly in the Department of Advanced Education who believed that the Faculty is quite well off to handle the program without additional funding). We would have moved more quickly if it had not been for the ATA. The barrier that held back the introduction of the extended practicum came from the ATA. They were a lot bigger players and they were holding up more than the Universities.

The ATA tried to get some support from the Faculty but the Faculty was non-committal as the letter of the then Acting Dean F. Enns to K. W. Bride of the ATA shows (Dated September 26, 1975). Enns wrote in his letter that the vote by the Faculty Council of non-commitment did not necessarily deny the support for the principle of release time in the extended practicum. Instead, the Council had postponed taking a position until "the present crisis was over." By "present crisis" Enns meant the non-cooperation of teachers with the Faculty of Education at the University of Alberta. Enns (Personal

interview, 10 April, 1985) explaining about the situation revealed:

> The disagreement over "release time" did not extend over to the Faculty of Education. The Faculty was on the side line of the issue. It did not really matter to us whether there was "release time" or not. We were only concerned whether we could make modifications in the teacher education program or not....
>
> In reality, the Faculty did not believe that the teachers needed the "release time" in the first place. The Faculty's argument was that having a student teacher is likely to be an asset for cooperating teachers because they have somebody else to share the work load with them; as the student teachers advance they become better, so the cooperating teachers could have more free time.

Non-cooperation of teachers. The Faculty's decision to be non-commital was an act of diplomacy. At this point the Faculty was facing the greater crisis for the Faculty namely, the non-cooperation of teachers. Worth (Personal interview, 24 January, 1985) in looking back at this problem, stated, "When the ATA failed to get the support it wanted it urged its members not to accept student teachers in the fall of 1975." The situation was difficult for the Faculty of Education at the University of Alberta because since the beginning of that year the Faculty had not been able to place its students into schools for any kind of practicum. The Faculty of Education Council decided to notify the Minister of Education that the Faculty was unable to carry out the terms of their agreement regarding the field experience component of the teacher education. The Council asked for the Minister's assistance in solving the problem.

On September, 1975, Enns communicated this motion to the then Vice-President (Academic) Horowitz. Later, President Gunning, along with Horowitz and Enns met with the Minister of Education and the Associate Deputy Minister. In his 1st October, 1975, letter to President P. English of the ATA, Horowitz explained the result of the meeting that "The 1977 target date for inclusion of an extended practicum as a requirement for certification will be delayed by at least one year."

On December 1, 1975, in a BTEC meeting Enns made a motion that was passed, stating that:

> ... the Board still agrees with the principle of an extended practicum and that they express the hope that the government and the Departments of Education will search for ways of implementation at an early stage.

However, the situation was beyond the control of the universities. In the BTEC meeting of January, 1976, a motion was made by F. D. Oliva, from the Faculty of Education at the University of Calgary, that:

> ... we recommend to the BTEC (and to the Minister of Education) that the Minister request all agencies involved in teacher education to continue in 1976-77 with the operation and support for the various practica, currently in operation, as part of the B. Ed. programs of the three universities during 1975-76.

The Faculties of Education were also trying to seek the co-operation of the ATA. The ASTA personnel misinterpreted the situation and thought that the universities and the ATA were attempting to negotiate amongst themselves on the issue of the extended practicum without any reference to the school boards. The ASTA personnel regarded this to be in violation of the School Act, Section 72 (BTEC Meeting Minutes, Jan. 7, 1976). Legal opinion was sought on the issue. The clarification took some time and it was concluded that, "while it was an obligation of the Board to permit student teachers to enter the schools, there was no way this could be construed as granting the boards the authority to tell teachers to serve as cooperating teachers." (Chikombah, 1979:123). All these entanglements complicated the issue further and led the government to withdraw the funds allotted for the extended practicum.

Withdrawal of funds by the government. The situation prompted two consequences: first, the Faculty reverted back to its old program (six weeks practicum) and second, the government withdrew the grant. A letter addressed to the three universities of the province by the Ministers of Education and of Advanced Education and Manpower for Alberta stated that "the requirement of an extended practicum had been lifted, and that any funds provided for the implementation of an extended practicum, if not already expended or committed, be returned to the Department of Advanced Education." (BTEC Executive Meeting Minutes, January 19, 1976)

The situation had become stagnant for the extended practicum. Worth (Personal interview, 24 January, 1985) felt that there was a kind of hiatus where most of the planning with respect to the external practicum stopped. The Faculties of Education went about their business trying to offer the regular kind of practicum. At the same time the universities were

trying to negotiate with teachers regarding the participation of cooperating teachers in the practicum program.

Thus, the three factors which appeared to inhibit further adaptation -- adherence of the ATA to the question of "release time," non-coperation of cooperating teachers, and withdrawal of special funds by the government -- were all external and led to a cessation of the program.

The Faculty of Education at the University of Alberta, however, by that time had committed the residual funds for research. Worth (Personal interview, 24 January, 1985) mentioned a joint experiment which was set up on the initiative of the Alberta Teachers' Association which involved both the ATA and the Faculty of Education. The purpose of this experiment was to compare the students who experienced a thirteen week extended practicum with students who had shorter practicum programs. Worth (Personal interview, 24 January, 1985) perceived that:

> This "experiment" was crucial for three reasons. First, it got student teachers in the school. Second, it saved "face" for the ATA and third, the relationship between the Faculty and the ATA seemed to improve to a certain extent. Most of the cooperating teachers were very supportive. They even gave up their honoraria to finance the experiment. Thus, the money for the practicum was retained and used for this purpose.

The results of the study favored the extension of the practicum. This experiment initiated the restoration of the policy of the extended practicum. It formed a bridge from the state of total hopelessness about the implementation of the extended practicum to the restoration of the program. The experiment brought out positive aspects of the extended practicum and kindled the hope that cooperation among the stakeholders was possible.

Attempts to Restore the Extended Practicum

Positive actions were adopted by the Faculties of Education and other organizations in response to the above-mentioned negative external influences. More interestingly, these positive responses came jointly from various organizations. The Faculties, the Alberta Teachers' Association and the Alberta School Trustees' Association worked together to get the extended practicum implemented and the Faculties of Education played a very important role in its reinstatment (Chikombah, 1979).

Cooperative Endeavors. The BTEC was so committed to the cause of the extended practicum that the Board did not accept the government's withdrawal as final. By that time the Faculties were also committed to the extended practium. A fresh start was needed to carry on the implementation. It had become crucial that a good relationship be established among the various stakeholders. Worth (Personal interview, 24 January, 1985), recalling the situation, stated:

> In 1976 there was no extended practicum grant but there was a lot of ill will, coming from the previous year, between the ATA and the Faculty. The ATA representatives were not happy because they perceived the Faculty as letting them down and not siding with them against the government and the trustees. So one of the major tasks for me, the new Dean, and the Faculty was to try to regain a kind of cooperative arrangement and good working relationship with the ATA, and at the same time keep the trustees happy so they did not feel estranged.

A coalition among the different stakeholders became a necessity. The BTEC decided to set up a sub-committee to look at the question of the extended practicum. This sub-committee had to prepare recommendations concerning all the agencies' involvement in the extended practicum as part of the B.Ed. program in the universities. The sub-committee recommended a model agreement for consideration between the universities and their faculties and the associated agencies - the ASTA and the ATA -- regarding the practicum.

On June 9, 1976, in the final meeting of the sub-committee the recommendations on the extended practicum were discussed. These recommendations covered the following various aspects: the length and location of the extended practicum, its financing and administration, the selection and preparation of cooperating teachers, and the evaluation of the students. The sub-committee also recommended that the extended practicum be implemented by September, 1977. These recommendations were discussed in detail in the following BTEC meetings and then forwarded to the Minister of Education of the province in September, 1976. By December, 1976 a response from the Minister was received by the BTEC stating that the guidelines for teacher education and certification would remain the same which meant that the Minister would reinstate the policy of thirteen weeks practicum as a requirement for teacher certification. But at the same time the government made it clear that no ear-marked funding would be made available to any university for that purpose.

Thus, the job of building up harmony among major partners was combined with the task of securing adequate funding. The government's notion that all the three groups should work together and come up with a proposal, could not be materialized. There was also a new Minister of Education by then which meant a new effort was needed to convince him.

The government's decision made the Faculties reconsider their strategy. Now political action was regarded as necessary. The Board of Teacher Education and Certification was not a political body and pressing their case to government through the BTEC was not helping the Faculties in obtaining the required funding. The universities, the ASTA and the ATA realized that they had to use some other channel. Once outside the Board, it would be possible to take the case to the public and talk to the Minister directly.

Worth took the initiative, cooperated with the other Deans and decided to work with the ATA and ASTA in order to come to an agreement. Worth (Personal interview, 24 January, 1985) mentioned his efforts as follows:

> So, there was a lot of coalition building. One of the coalitions was among the three Deans of Education. We began to meet regularly and started planning a strategy that would bring harmony and new funding. In the BTEC meetings we (the Deans) occasionally tried to keep the idea of the extended practicum alive within that group by trying to get it on the agenda and raising lots of questions. The more important strategic approach, however, was to try to convince appointed and elected officials of the ATA and ASTA of the desirability of cooperative actions. The goal was to achieve sufficient agreement on what was desirable that we could then face the government as a group in harmony rather than in discord.

Common front committee. Consequently the ASTA, the ATA and the universities decided to organize themselves in an informal group outside the BTEC which resulted in the formation of the "Common Front Committee." After two meetings, a sub-committee of the "Common Front Committee" produced a paper on February 28, 1977 and submitted it to the government. The ATA cooperated fully, there was no apparent disagreement on the issue of "release time" in the proposal. It was agreed, however, that the ATA would be represented in the Practicum Committee of each institution. R. S. Patterson (Personal interview, 5 February, 1985) revealed:

> One of the things which had complicated the implementation of the extended practicum was that we had a very poor relationship with the practising teachers who were involved in the practicum in the Edmonton area.... Some very good things came out of those unpleasant situations. It was fortunate that the ATA brought our

attention to a necessary and important turn around and that was much greater involvement of the ATA in our teacher education program through a Joint Practicum Committee.

Later, the trustees and representatives of the School Superintendents' Association were also represented in the Joint Practicum Committee.

Political pressure activities. To accentuate the pressure on the government, the coalition building was combined with the political pressure activities. On January 4th, 1977 at the Faculty of Education Council Meeting, the Dean of the Faculty of Education at the University of Alberta stated the position of the government on the extended practicum: reversion to the previous certification requirements of one full semester (thirteen weeks) in field experience but no further funding for the same. The then Dean of the Faculty, Worth, declared:

> As a result of this decision the deans of education and officials of the ATA and the ASTA will hold simultaneous press conferences in Calgary, Edmonton and Lethbridge responding to the Government decision by indicating solidarity in their displeasure.

In the same month the three groups met informally. Worth from the Faculty of Education at the University of Alberta, K.W. Bride and N. P. Hrynyk from the ATA and S. G. Maertz from the ASTA drafted a news release which was presented at a joint ASTA-ATA-Faculties of Education press conference. Worth (Personal interview, 24 January, 1985) told the researcher that:

> A news conference was held in the tenth floor lounge of the Faculty of Education, at the University of Alberta in Fall, 1976. There were representatives from the Trustees' Association, from the Teachers' Association and from the Faculty of Education, University of Alberta. (Similar conferences were also held at Calgary and Lethbridge). The media were used to exert pressure on the government. It was stressed that the stakeholders had a proposal ready on the extended practicum. It was also noted that if the proposal (or one like it) was not accepted or implemented it could negatively affect the quality of teacher education.

At these news conferences the government was criticized for its decision to withdraw the funds for the practicum which made the Faculties incapable of implementing the changes. As Chikombah (1979:159) mentions:

> In the news release the organizations pointed out that the Government's rejection of the strongly supported approach to improving educational standards was inconsistent with its recent pronouncement on quality education and in direct contradiction to its announced intention to proceed with plans for upgrading the

quality of instruction in schools.

In addition to the news conferences, another strategy was used by the Faculty to put pressure on the government to accept the proposal of the extended practicum. Worth (Personal interview, 24 January, 1985) explained, "... students were encouraged to contact M.L.A.s and make them aware of the situation."

As it turned out these activities finally got the attention of the government. The government became aware of the coalition among the stakeholders and the proposal they had prepared. Moreover, there was mounting political support for the issue of the extended practicum in the community. Thus, the Ministers of Education and of Advanced Education and Manpower and their Deputy Ministers agreed to meet with the representatives of the three organizations. R. Anderson, the then Dean of the Faculty of Education at the University of Lethbridge, represented the Alberta Deans of Education. The government was prepared to consider the practicum proposal but with certain conditions as Dean Worth reported in the Faculty of Education Council Meeting on March 1st, 1977:

1. There would be no provision for release time for teachers;
2. the three major parties must be in agreement; and
3. the proposal must be supported/endorsed by senior officials in their departments before presentation to the Ministers.

After the submission of an acceptable proposal a grant for the extended practicum was sanctioned by the Department of Advanced Education and Manpower. It was announced in the News Release #25 on Wednesday, May 4, 1977 that:

> The Government of Alberta, through the Department of Advanced Education and Manpower, will provide an implementation grant of $ 6 million which will be distributed among the Universities of Alberta, Calgary, and Lethbridge in four annual payments of $ 1.5 million. This grant is in addition to the regular support of the universities by the Province.
>
> Beginning this fall the universities will introduce a valuable program of practical classroom experience equivalent to thirteen full weeks field training for Bachelor of Education degree students. This will more than double the field experience presently provided. By 1981 successful completion of an extended practicum will be a requirement for the professional certificate.

There were two conditions attached to the agreement. First, this grant was only for four years and it was pointed out in the announcement that after this four year period the universities would have to absorb the cost of the practicum. The second condition was that

three annual progress reports were to be submitted to the Department of Advanced Education and Manpower by the universities.

This announcement meant more negotiations on the part of the Deans. Worth (Personal interview, 24 January, 1985) pointed out that:

> The Deans had to meet their respective Presidents and Vice-Presidents and persuade them to accept that condition. The condition was accepted, but it was purely a political action. For not any of us, neither the Deans nor the Presidents believed that we would ever bear that cost out of the university's base budget. We did it as a political action because we knew that the memories of Government are generally short. Thinking that a lot could happen in four years we decided to take the grant then and fight the other battle later after four years.

Myer Horowitz, the then Vice-President (Academic) accepted the strategic political motivation behind the action. He (Personal interview, 22 April, 1985) confirmed that:

> The new Minister of Advanced Education and Manpower was willing to give us money but he wanted the University to agree that it would be special funding for four years. I was very reluctant to sign the statement because if I knew anything about the extended practicum and its financial implications, special funding had to be built into the base budget for all time. So as I handed the agreement letter to the Minister, whom I knew personally, I told him, "You asked me to agree that there would be special funding for four years and I have. But you have not asked me to agree that there would not be special funding beyond the four years so I know exactly what I've signed."

The activities related to the extended practicum reflect on the ability of the Faculty to cope with an adverse environment. Various activities -- coalition, negotiations, formation of committees, meetings, news conferences and other political moves -- reveal that the Faculty is capable, to a certain extent, of influencing external organizations. The strength of "togetherness" was explored, differences were buried and boundaries were forgotten. The Faculty had the full support of its parent organization. Another strategic move on the part of the University was to accept a grant for four years knowing very well that the University could never bear the cost of the extended practicum once the primary grant would be exhausted.

Implementation of the Extended Practicum

The program of teacher preparation incorporating the extended practicum was implemented in the Fall, 1977. The Faculty had developed good relationships with its

stakeholder organizations as Worth (Personal interview, 24 January, 1985) indicated:

> Things went relatively smoothly after that. The Faculty had good relations with the ATA and the ASTA. The ATA was very supportive of the Faculty's activities. The ASTA remained supportive but did not take any active part in the development of the extended practicum.

A staged approach was taken to implementing the practicum in the Faculty of Education at the University of Alberta. According to Worth this staged approach was not only pedagogically sound but was also politically more astute. There was a hidden purpose behind splitting the practicum into three stages or phases instead of providing it as a single thirteen week block because then the ATA could not bargain for "release time" for cooperating teachers. In 1977-78 an initial survey of all participants associated with the practicum was conducted. The survey established the base-line information to which program changes could be compared. The research also helped to identify the areas of concern. In 1978-79, phase I of the practicum was implemented. In this phase the student teacher was introduced to the classroom, as an observer. In 1979-80, phase II introduced the student teacher to a consecutive full-time field experience in a classroom of one of the schools in the Edmonton area. The student teacher was assigned to a cooperating teacher and he/she was provided with the opportunity to practice specific teaching skills with a group of students under the primary guidance of this teacher. Another program was introduced at this time involving practicum associates who provided support for student teachers and cooperating teachers in the extended practicum. The third and final phase of the extended practicum placed the student teacher in a classroom, full-time for six or eight weeks, thus providing an even better opportunity to use specific teaching skills. Field practicum associates were also introduced in order to support student teachers who were given regional placements outside the Edmonton metropolitan area.

A number of structural changes in the Faculty were introduced with the implementation of the extended practicum. Before 1976, there was a Division of Field Services directly under the Dean of the Faculty and coordinated by an Administrative Officer. After 1977, two new units were established: the Practicum Division under Assistant Dean R. K. Jackson to give the extended practicum "special status" as Worth put it; and, a temporary

office of Program Evaluation under Assistant Dean E. W. Ratsoy. The largest group of studies undertaken by the office of Program Evaluation was on the extended practicum.

During this period of four years of initial funding numerous surveys, evaluations, reports, workshops and seminars were conducted to provide a good research base for the program.

Permanent development grant and external evaluation. Finally, the extended practicum reached the stage just prior to the period when the initial grant was about to run out. The initial grant sanctioned by the government was for a period of four years only, and the universities were supposed to incorporate the cost of the practicum into their budgets following these initial years as has been mentioned earlier. A joint proposal for continuation of special funding was submitted by the three Alberta universities in May, 1980. The government decided to extend the special funding at the same level for an additional year. But at the same time the government desired that a comprehensive evaluation must be undertaken to examine the future of the practicum and its cost implications.

One condition of the preliminary grant was that the submission of three annual progress reports be made to the Department of Advanced Education and Manpower. The Deans had agreed to undertake certain evaluation processes in their Faculties which were to be reported once a year. The Faculty of Education at the University of Alberta prepared three program evaluation reports on the extended practicum and presented these to government. But the government was not prepared to accept internal evaluations alone as a basis for a permanent grant. The government could foresee the difficulty in persuading the Alberta Treasury Board on the basis of internal evaluations. R. S. Patterson (Personal interview, 5 February, 1985) recalled:

> We had made overtures for funding of the extended practicum, but people from the Department of Advanced Education and Manpower were not prepared to accept our evaluations as sufficient justification for the expenditure. It was indicated that a more thorough and acceptable evaluation had to be undertaken.

The Deans were invited to attend a meeting with the senior officials of the two education departments. An in-depth evaluation of the practicum was arranged as an outcome of this meeting. It was considered that this evaluation would also examine some basic

questions such as, "What is a practicum?," "What part does it play in teacher education?," "How valuable is the role of the practicum?," "What is the bottom-line?," and so on. A proposal which came from the senior officials of the government, at this meeting, was that the universities should undertake the evaluation, and that an evaluation committee should be formed by the universities with the representatives from each of the Departments and other stakeholders. Worth (Personal interview, 30 January, 1985) indicated that the Deans had decided against the universities' involvement in the evaluation. He said,

> We (the Deans) believed it would be unwise for the universities to take this on. Whatever we produced would be suspect -- it would likely be seen as biased and self-serving. If someone else did the evaluation it was apt to have more impact and help the Minister get additional funding from the Cabinet.

At the meeting Worth acted as a spokesman for the Deans. The issue was discussed for some time and eventually an idea was put forward that a steering committee should be established with representation from the universities, teachers, trustees and the two education departments. It was also decided that a person from the Department of Advanced Education and Manpower would chair the committee. Moreover, the Deans decided on university level involvement at this stage, as Worth (Personal interview, 30 January, 1985) reported:

> We also decided that it would be the best not to have a person from the Faculties of Education as the universities' representative because we wanted the problem of the practicum grant to be seen as a university problem. We agreed that we would recommend the name of Dr. Owen Holmes, Vice-President (Academic), the University of Lethbridge, to our respective Presidents to be the Universities' representative on the Committee.

Reno Bossetti, Associate Deputy Minister of Advanced Education and Manpower, chaired the steering committee and engaged the Sage Consultant Co. to conduct a study on the strengths and weaknesses of the practicum program. The Committee also commissioned a number of position papers from educators in Britain and the United States about the practicum and its significance in teacher education. Nine areas were identified for the evaluation. All of the research was brought together in "Theory to Practice." (1981)

This report provided a very positive assessment of the practicum. The Committee presented a series of conclusions which helped resolve the funding and program continuance issues. It reported,

> ... the Alberta universities are doing a better job of training teachers than has ever been done before. The last ten years have... been characterized by a slow but gradual improvement in teacher training.
>
> Longer period of field experience or internship is required.
>
> More funding is required.
>
> The student teacher must become involved with the total program, curricular and extracurricular in the school.
>
> Theory must reflect the actual situation in a classroom.
>
> More emphasis should be placed on a general teacher training program rather than specialization.

On the basis of this favorable report of the committee it was easier for the Faculties of Education to secure funding from the government but they also had to develop a final acceptable proposal in agreement with the other stakeholders for the same.

Negotiations. The Deans and the Teacher Association representatives met many times to discuss procedures which might be used to secure a permanent development grant for the practicum. They held a number of informal meetings with the representatives of the Department of Advanced Education and Manpower but the sanction of a permanent grant was dependent upon some careful negotiations among the stakeholders. An agreement among the ATA, the ASTA and the three Faculties of Education was necessary. The universities and teachers were asked to come together and prepare a proposal with respect to the requirements of the grant. But the task was apparently not simple. Worth (Personal interview, 30 January, 1985) elaborated:

> Each of the three Faculties had a practicum committee which had representatives from the local teachers' associations, and the teachers' associations in turn had their own practicum committees. It turned out that there were substantial disagreements between the universities and the teachers' local associations in each of the three areas of Calgary, Lethbridge, and Edmonton. Moreover there were some disagreements within the teachers' groups. Many meetings were held during that period. Different proposals went back and forth between the universities and the ATA. It became apparent then that a proposal could not be put together as long as the Faculties remained in consultation with local groups of the ATA. Things were moving from bad to worse until the ATA Executive Committee and Executive Council stepped in and picked up the negotiations. B. T. Keeler, the Executive Secretary of the ATA, became the key negotiator for the ATA. I think, the fact that we have the Practicum Grant, was largely because of Keeler's ability to convince the Executive Council to have one established provincial policy rather than a number of regional ones. Keeler has to be given lots of credit because he took lots of abuse then from the big locals around the province for his stand.

The final proposal was drafted with consensus having been reached by all the participating groups and was submitted to the Minister. The proposal was accepted. The

Faculties had meetings with officials from the two departments concerning the practicum grant. The practicum grant was sanctioned. It was decided that it would be a continuous grant and that it would be ear-marked for the practicum in the university budget.

In the end all the groups had joined together and worked for a common purpose. Worth (Personal interview, 30 January, 1985) described the excitement of the last four to five months:

> Those months were hectic yet exciting. We had begun to see a ray of hope and there was a positive feeling because we were all close together and instead of being adversaries, all of sudden there was a situation when we all were pursuing a common goal trying to figure out the best way to get there but at the same time maintaining some of our own objectives -- achieving what each of us had to achieve.

In analyzing what happened it became clear that during the implementation of the extended practicum the whole Faculty became involved whereas during the stages of initiation and preparation only the involvement of the administrators was visible. After a long period of negotiations at the top level, the whole Faculty was involved in teaching, supervising, and evaluating, the extended practicum. Interviews, surveys, assessments, evaluations and research were conducted by the Faculty to make the implementation sound and worthy of external evaluation. Furthermore, external interference was minimal at this stage excepting the external evaluation to clarify the issue of a continuous grant. The various stakeholders also had to work together in total agreement to develop an acceptable proposal.

The introduction of the extended practicum in the Faculty of Education at the University of Alberta brought in definite changes in policy, programs, and organizational structure and affected the attitude of faculty members. The nature and size of the program affected all Departments of the Faculty. The major change was in program content. Cooperative planning for practicum courses and other courses in the program was needed. In addition, it was necessary to determine how these fitted together. For example the Departments of Educational Foundations, Educational Administration and Educational Psychology had to offer compressed core courses to accommodate the extended practicum.

The thirteen week extended practicum component at the Faculty of Education of the University of Alberta was spread out over three years of the program instead of being offered

as a single thirteen week block in one semester. The first phase occurred in the first year of the student's program during which time the student only observed classes. In the second and third years the student engaged in actual teaching in the classrooms. In total, there were eighteen different practicum courses offered in the Faculty of Education at the University of Alberta for the various routes.

At the time of writing, the Faculty of Education continued to be the recipient of a government grant for the extended practicum. Each year the proposed budget was reviewed. The decision on specific allocations was not made unilaterally by the Faculty but was arrived at through negotiations between the ATA and the Faculty of Education. Then the Faculty administered the money in keeping with the agreement. The budget has been made up of two major components. The first of these covered the administrative costs like maintenance of an office in the Faculty of Education. The second, and the larger of the two, provided for the services of practicum associates, cooperating teachers and other such expenses.

Internal and structural changes in the Faculty included the establishment of two committees -- the Practicum Committee and the Joint Practicum Committee -- and of the Division of Field Services to look after matters related to the Practicum. The Practicum Committee included the Assistant Dean, Practicum and the coordinators from each department of the Faculty for the first year, Phase II and Phase III of the practicum. The Joint Practicum Committee encompassed the Practicum Committee and representatives from the ATA, the ASTA, and the student body.

D. Discussion

Several observations can be made on the basis of the information presented in the chapter. First, it was revealed that the external pressures prompted the introduction of the extended practicum within the Faculty. Second, a response-pattern emerged in this case study consisting of three stages: initiation, preparation and implementation. Furthermore, positive and negative influences could be identified which appeared to have had an effect on the

process of adaptation.

External Influence

The findings revealed that the extended practicum had its roots outside the Faculty. The idea was initiated as far back as 1966 but the Alberta Faculties of Education felt the pressure to adopt this change only in 1973, when a government policy change was made and a practicum of thirteen weeks became a requirement for teacher certification. At a very early stage, the government was supported by the Alberta School Trustees' Association in this effort and later gained the approval of the Alberta Teachers' Association. These groups had identified positive results of extending the practicum in teacher education.

Adaptive Response of the Faculty

The information on the introduction of the extended practicum in the Faculty of Education disclosed that the reponse of the Faculty could be presented comprising three stages: (1) initial -- resistance and acceptance; (2) intermediate -- preparation; and (3) final -- implementation. These three stages may be considered as three phases of organizational adaptation. In an attempt to find out why the Faculty responded positively to the policy changes introduced by the government four factors emerged which determined the magnitude of the pressure. These factors were, interest and initiation by the Minister of Education, strong support by the Alberta School Trustees' Association, historical importance and identification of expected outcomes, and support from the Alberta Teachers' Association, which created a strong pressure for the Alberta Faculties of Education including the one at the University of Alberta.

Initiation. Initially there was resistance within the Faculty due to two factors; (1) differences of opinion among faculty members, and (2) concerns regarding the administration of the extended practicum. There was not total agreement among the faculty members and there were some concerns about internal capabilities and external control. Although the resistance of the Faculty reflected positively on cautious decision-making of administrators,

on the process of internal assessment and on the genuine concerns of faculty members, at the same time, the resistance of faculty members reflected on their reluctance to change. In spite of resistance, however, there was no evidence that the Faculty tried to change the government's decision at this point, and eventually it accepted the proposal. The ultimate acceptance of the proposal also may reveal the power of the Department of Education over the Faculty.

Preparation. The phase of preparation consumed a lot of time and energy within the Faculty for two reasons: (1) it demanded greater involvement by faculty members than did the initial stage, (2) a variety of factors had a slowing effect on the process of adaptation.

One of these factors was the dependence on external bodies for finances. Internal assessment by the Alberta Faculties of Education made them realize that the universities did not have enough money to carry out the mammoth task of introducing the extended practicum. Although there was some delay in getting the financial support due to lack of communication between the two Departments of Education and Advanced Education and Manpower, the barrier was soon overcome. Actions taken by both Departments of Education revealed that they recognized the need to solicit external funds in order to proceed with the implementation of the extended practicum. However, the availability of funds did not result in immediate implementation. The constraints over which the Faculty had very little control and which delayed implementation, originated outside the Faculty. The factors that appeared to impede the development of the program were the following:

1. demand of the ATA for "release time" for cooperating teachers;
2. non-cooperation of teachers who were to supervise the practicum; and,
3. withdrawal of funds by the government.

The adherence of the ATA to the issue of "release time" was a major factor that inhibited and delayed the implementation of the extended practicum in the Alberta Faculties of Education. A greater problem was faced by the Faculty of Education in Edmonton when the cooperating teachers withdrew their support from all practice teaching. This move of teachers proved quite distracting, and the Faculty became involved with the more immediate

and pressing problem of placing its students in the schools for their practical experience. Other stakeholder organizations did not have much sympathy with the ATA's demands. The conflict among various stakeholders prompted the government to lift the condition of a thirteen week practicum as a requirement for teacher certification and withdraw the special grant awarded for the extended practicum. These two actions of the government put a stop to all activities leading to the implementation of the extended practicum.

The Faculties and other interested organizations that had become committed to the extended practicum were determined to restore it. The positive actions taken by the Faculties and the stakeholder organizations were as follows:

1. decision among stakeholders that they should cooperate in this endeavor;
2. decision among the three Faculties of Education to present a common front in support of the extended practicum; and
3. strategic moves by the Faculties' administrators to convince the government to provide financial support for the extended practicum.

The stakeholders wanted the government to revert to its policy of the extended practicum as a requirement for certification. A sub-committee of the BTEC representing the three Alberta Faculties of Education, the ATA, and the ASTA examined the issue of the extended practicum. The three Alberta Universities were also united in the common purpose to secure funds for the implementation of the extended practicum. Other political activities used by the Faculties were various meetings, news conferences, negotiations, and pressure through their own students and local leaders. The Faculty of Education at the University of Alberta managed to cope well with all the external impediments because of increased strength of the coalition it had found with other organizations. In working for this common purpose, the boundaries between the the focal organization and the stakeholder organizations were virtually eliminated. These organizations seemed united in a common cause. These activities eventually resulted in the reinstatement of the extended practicum policy. In addition, special funds were made available by the government to finance the program.

Implementation. Compared with the preparation phase, implementation proceeded smoothly. There was very little involvement by the external bodies in this stage of the process. During the final stage, the University of Alberta Faculty of Education, along with those at the Universities of Calgary and Lethbridge, successfully implemented this challenging project. It was introduced in phases and the results of the internal and external evaluations were positive. This led to continuing financial support by government. Thus, with appropriate changes in structure, programs and attitude of faculty members the extended practicum was implemented as a required component of the teacher education program.

Adaptation within the Faculty

The response of the Faculty to the policy changes introduced by government was positive and reactive. In spite of initial concerns, disagreements and the resistance of individual faculty members, the Faculty of Education agreed to include the extended practicum in the teacher education program, because of the magnitude of pressure.

Overall this adaptation by the Faculty could be reviewed as a success. As mentioned earlier the response appeared to be a reactive one but during the process of adaptation the Faculty used many proactive and strategic processes to influence organizations in its environment and thereby to gain support for the program.

Chapter VII

RESPONSE OF THE FACULTY TO THE NEEDS OF SELECTED GROUPS

From time to time the Faculty of Education at the University of Alberta has been faced with the problems or demands of one or another particular group. The major thrust of this chapter is directed toward the description of those cases in which the Faculty tried to respond to the needs of a special group. The chapter is divided into four parts. The first part of the chapter deals with the attempts of the Faculty of Education to cope with the need of the Native community to train teachers of Native origin. The second part describes the demand made by the Alberta Catholic School Trustees' Association to introduce a special training program in the Faculty of Education for prospective teachers of Catholic schools and the Faculty's response to this demand. In the third part, a review of the Faculty's attempts to respond to demands of the Association for Children and Adults with Learning Disabilities is presented. The last part of the chapter presents the discussion based on the above-mentioned three issues.

A. Preparing Native Teachers

This part of the chapter describes Project Morning Star, the name used to describe the teacher education program for Native Indians introduced in the Faculty of Education in the University of Alberta. This part is organized into two basic sections. The first section describes the introduction and initiation of the program. The second section describes the response of the Faculty divided into the two phases of preparation and implementation. In addition, the factors which affected the project negatively or positively, at any stage, are discussed.

Project Introduction and Initiation

In 1972 the Worth Commission (p.160) observed:

> For the sake of Alberta's Native peoples, and as a measure of the dignity of our province, it is time to stop the learned rhetoric and start the learning in action in early, basic, higher and further education. Native education is so far in the past that it cannot wait in the future. For most of the Native people of Alberta there is no today in education.

To bring a small ray of light and hope to the issue concerning the education of Natives, the "Morning Star" project was initiated. The purpose of the program was to provide teacher training to Alberta's Native population. An obvious lack of opportunity in higher education had been experienced by Native people; the *Gateway* (September 25, 1980) mentions that before 1976 there were only fifteen Native Indian teachers in the Province.

While the other provincial universities were actively involved in Native education, the contribution of the University of Alberta had been minimal. The University of Lethbridge had established a program in Native studies and support services for Native students. The University of Calgary had initiated a service program for Native students on campus, and had established satellite programs for teacher training at Morley, Alberta, and had planned satellite programs for Blackfoot Reserve, Grouard, and the Yukon. Only the University of Alberta had done nothing except to allow the use of its campus for a special summer session for thirty teachers of Native Indian languages.

External impetus for change. Project Morning Star, at the University of Alberta, was initiated in response to the needs of the Native community of Alberta. The needs of the community were recognized by the Natives themselves and were put forward by Native organizations which were concerned about two things: (1) increasing the number of Natives who had access to higher education, and (2) Indian control of Indian Education.

The then Dean, Myer Horowitz, had noticed the mounting interest of the Native communities. He (Personal interview, 22 April, 1985) recalled:

> There was an expression of interest from one of the Native communities with which we had had contacts and a strong positive relationship to build on. Several individuals -- I was personally involved -- had visited the Saddle Lake Reserve for different reasons. A suggestion was made that perhaps we could come up with a model for a teacher education program for Natives which would be offered at the Saddle Lake Reserve.

Later the needs of Natives were put forward by the Alberta Indian Education Centre. These people worked with Natives and the Blue Quills Education Centre near St. Paul, Alberta and developed a proposal for teacher education which would be centered at Blue Quills, but would carry full University of Alberta credit. This external impetus after some time led to the creation of Project Morning Star as Gordon McIntosh in a memorandum to Dean Worth wrote,"...the strong initial initiative which led to the creation of the program came from outside the university, and has its roots in Indian groups with a strong commitment to Indian control and participation in Indian Education." (Memorandum from Gordon McIntosh to Dean W. H. Worth re: "Review of the Management and Organization of Project Morning Star", 22 June, 1978).

The program was supported by other Native organizations, as shown in a letter (Dated 18 November, 1974) from Chieftess Theresa Gadwa and the Kehewin Band Council to Richard Saunders, the then Director of the Alberta Indian Education Center:

> To this end, our Council and Band, see the merits in this type of program for the benefit of our Indian students, and therefore we wholeheartedly give our support to the planning and development of this particular program....

Similarly, Robert Carney, the then Executive Director of the Northern Development Group, in a letter (Dated 7 January, 1975) to then Dean Horowitz wrote that he hoped that the university would take positive steps to implement such a program. Carney wrote:

> The plan, as outlined by the Alberta Indian Education Centre Personnel, is a very ambitious one aimed at meeting what they regard as a very critical need....There is a growing Native movement in this direction, and I am sure that the University of Alberta will be able to contribute very beneficially in assisting the Native people through this very important, yet difficult educational transition.

Another supporter of the cause was the Senate of the University of Alberta which early in 1974 recognized the need for a new type of Native teacher training program. The Senate agreed that the representative of the Alberta Indian Education Centre was the major spokesperson for Native Education and that the Centre should work with the university to develop a new model for training Native teachers as mentioned in the 1974 proposal by the Alberta Indian Education Center.

Identification of needs. Nobody could deny the authenticity of the needs on which the proposal for such a program was grounded. Most of the Natives in Alberta could not pursue higher education because very few of them had elementary or secondary education. It was reported in the proposal submitted for discussion to the Faculty of Education Council meeting (May 13, 1975) that:

> A Department of Indian Affairs publication in 1974 indicated that there have been only twelve Indian University graduates in the educational history of the Province of Alberta. At the present time approximately twenty five Native students are enrolled at the University of Alberta, forty one at the University of Calgary, and twenty at the University of Lethbridge. Given the fact that more than 90,000 Native people live in Alberta, these figures indicate that fewer than .1% of the Native population is currently engaged in university education.
>
> One of the most pressing needs is for university-trained Native teachers who can bridge the cultural gap which exists between home and school. Most Native teachers, in addition to their pedagogical skills, provide role models, communicate in culturally relevant terms and languages, and, quite simply, understand the difficulties Native children encounter in school.
>
> Few Native children now view the university experience as attainable or relevant. Many non-Natives believe that Natives are not capable of, or interested in, university study .... Native teachers, particularly, can help destroy it (the belief) where it is most detrimental, in and near reserves and Native communities.

Not only was the shortage of Native teachers a disturbing factor but the cultural alienation of Natives in the white society was also depressing. As was mentioned in the above proposal:

> Urban education failed consistently. There was a predictable pattern established by students coming to the city; initial enthusiasm gave way to a growing sense of cultural isolation, the distance separating the student from family and friends and from a normal and comfortable environment became an insurmountable barrier against a productive university career.

Response of the Faculty

The response of the Faculty was positive. The primacy of the needs of the Native community could not be ignored. To overcome this crucial problem, the University of Alberta sought to establish a teacher training program off campus at a location which provided cultural conditions with which the Natives would be familiar, so that social and financial adjustments to the campus life of the university could take place over a phased four years of study for the B. Ed. degree. Carl Urion (Personal interview, 16 April, 1985) indicated:

> It was never the intention of the University to isolate Project Morning Star -- it was thought that the first two years would be given at Blue Quills, followed by temporary certification, followed by two more years of study on campus. It was Dr. Horowitz who insisted that the program include residency at the University of Alberta as a requisite for both permanent certification and the B. Ed. degree.

A positive attitude of the parent organization, the University of Alberta, and the involvement of the Department of Educational Foundations in the development of a proposal for a teacher education program for Natives had positive bearing on the initiation of the program. Thus, "Project Morning Star" became a community based program jointly sponsored by the University of Alberta's Faculty of Education and the Blue Quills residential school.

Support and Involvement. A part of the Faculty of Education at the University of Alberta, through the Department of Educational Foundations, had already been actively involved in the development of the Project since 1974. In the fall of 1974, the Alberta Indian Education Centre and the Department of Educational Foundations had begun to research this problem. The then Chairman of the Department of Educational Foundations, R. S. Patterson and Associate Professor Carl Urion collaborated in this examination with the Alberta Indian Education Centre. They participated in the discussions concerning teacher education for Native people, conducted research, consulted with Native organizations across Canada, contacted Native students and teachers, band school communities, community members and government representatives. Patterson and Urion were committed to the program from the very beginning.

The then Dean received the proposal for his consideration and was supportive of the idea. Horowitz (Personal interview, 22 April, 1985) revealed that:

> I was in the project from the very beginning on a personal level. I had some contacts with the people at Saddle Lake Reserve. I was happy when the proposal came through because I always believed that it was vital to increase the opportunity for Native students so they could continue their higher education. We would do anything to attract those students to the university....Moreover, I was very much affected by a program which I directed for the students from Tanzania. To pretend the situation was identical would be unfair but there was some similarity -- to move from step to step as we had moved from relatively small rural and altogether different community to a very large urban community of the University of Alberta. So I could identify with the steps as being similar to those of the "Tanzania Project" as this program was to be initiated in the Reserve and then there would be a

transition period and students would come to the Campus. I was quite interested in the project.

Preparation within the Faculty to introduce the Project. Internal and external groups decided to cooperate at the preparation stage. As indicated above, members of Faculty at the University of Alberta were concerned about this small number of Native students getting post-secondary education and the Alberta Indian Education Centre had recognized the need for Native people's involvement in post-secondary education, so both groups joined forces. In January 1975, a working paper was prepared by Lynn Baker and Lee Von Hohenbalken of the Indian Education Center, R. S. Patterson and Carl Urion of the Intercultural Education Program at the Faculty of Education, and Mike Steinhauer from the Blue Quills Board. The paper reflected this coalition:

> Impetus for this coalition for action came from several quarters. The University has for many years been concerned that relatively few Native persons have been afforded post secondary education in Alberta; and at the same time it has realized its lack of expertise in the definition of appropriate steps to be taken to rectify this inequality. Ad hoc response to government agencies acting on behalf of Native people, or the setting up of a Native studies program without substantial support and direction from Natives themselves seemed ill advised. Concurrently, the Alberta Indian Education Centre, responsive to the increasing demands for more Native teachers, could profess to represent a significant Native perspective on the issues....

(Working Paper submitted to the Faculty of Education Council for Discussion, January, 1975)

Frequently programs are dropped in the initial stages because of inadequate financial support. In this case, however, the problem was dealt jointly by the Native bodies and by the University. Patterson (Personal interview, 3 January, 1985) recalled that:

> During the period of negotiation the Faculty of Education determined along with the Native representatives that the Faculty would contact some of the groups individually, and some groups would be contacted jointly. For example, the Faculty members met with groups such as the Departments of Education, the ATA or the University to discuss certification and academic standards of the program. Other groups like the Department of Indian Affairs were approached by the representatives of the Native community. With respect to financial support the Faculty and the Native representatives were both involved in the discussions.

Thus, the problem of funding was eventually solved by of the Department of Advanced Education and the Department of Indian Affairs. The funding, however, was given to the University of Alberta to administer. Carl Urion (Personal interview, 16 April, 1985),

explaining the arrangement, stated:

> From the first discussions with Blue Quills, the governance and sponsorship was conceived of as being a joint venture between the University and the Blue Quills Native Education Centre. The way we had it set up at first was that both those organizations would appoint representatives to a governing council for the program, the governing council would be the body that would go after funding, and the council would have to take major decisions back to their respective sponsors for ratification. The first hitch in those plans came when the two levels of government that funded the program would not provide the funds to anybody but the University of Alberta for administration. That of course gave the University the edge in decision making, but the University was committed to keep the spirit of joint governance.

The period of preparation was also marked by internal disagreements within the Faculty. The proposal was tried out with the Intercultural Education Committee of the Faculty which had representation from several Departments of the Faculty. At the Faculty of Education Council meeting the representatives of different departments were invited to comment on the proposal. The proposal was based on the assumption that the Native community in Alberta needs more people in the schools who would provide role models for the Native children. The other argument in the proposal was that there were very few Natives who had access to post-secondary education. By easing some of the restrictions on entry to the teacher education program the Faculty would be able to attract acceptable candidates from the Native community who would become qualified teachers and who could then go out and provide role models for Native children. But the support for the proposal was not unanimous within the Faculty. It raised certain concerns and critical issues.

One of the concerns related to the dissolution of the Alberta Indian Education Centre, the initiator and an active participant in the project. The then Chairman of the Department of Secondary Education, G. L. Berry, wrote a letter (Dated 27 February, 1975) to R. S. Patterson, voicing these concerns:

> What is likely to happen to it now that the A. I. E. Centre has been dissolved? ...If our Faculty, particularly staff in my department, are to be involved, when might we expect to participate in the planning? With whom are selection procedures being worked out if the end product is to graduate with a B. Ed. and Alberta teaching certification? At a guess, it seems to me that your prognosis a few "dropouts" is optimistic, and perhaps a lower or middle level of expectation would be more realistic, resulting in the certification of registered Native teachers' aides....

In March, 1975 after the dissolution of the Alberta Indian Education Centre, the Blue Quills Native Education Council stepped in and played a more active role in pursuing the

consultation that had been going on between Native groups and the University. This working group was aiming to admit the first set of students to an off-campus program in the Fall of 1975.

A letter from the Chairman of Elementary Education D. A. MacKay to Horowitz (Dated 11 April, 1975) questioned the advisability of a project that had little involvement of the Faculty as a whole and a very narrow research base. He wrote:

> We -- the Department of Elementary Education -- have had no opportunity to review the proposal or to be involved in the preliminary planning. I must propose that Faculty approval of this program be withheld until all parties (including this Department) are satisfied that the program is valid....
>
> The document is filled with unproven assumptions about the connection between on-site education and long-term benefits to Native children. It is, in fact, a rhetorical rather than a research document.
>
> ... We can not give carte blanche approval to the offering of our courses unless we are fully satisfied as to the quality of the courses. Given our present staff resources...the C & I components can not be offered in Blue Quills in the forseeable future.
>
> There is no adequate provision for evaluation of a pilot version of the project. This omission is not surprising given the base on which the proposal seems to rest....
>
> The time-line for approval of the proposal must be revised so as to enable the University of Alberta to participate as an equal partner in the planning. (The Senate's involvement, for example, does nothing to supplant the involvement of teaching departments)....
>
> I regret I have had to take such a negative position on this matter; but the way this proposal has been developed and its possible long-term implications for this Department leaves me little choice.

R. S. Patterson replied to MacKay in a letter (Dated 17 April, 1975) explaining the needs of the Natives, the difficulty and complexity of negotiating with the Native community, and the implications of Faculty's backing out of this involvement at this stage. Patterson specified that the strength of the Faculty "rested on its ability to cooperate and to assist one another in a joint venture of importance to the Faculty. No one party or department has a corner on that responsibility."

The earlier disagreements among faculty members generated some delay but did not bear any major ill effect on the project because as Carl Urion (Personal interview, 16 April, 1985) stated, "There was a conflict in the Faculty and the supporters of the program won."

Another proposal with some modifications was jointly put forward on April 14, 1975, by the Blue Quills Native Education Council and the Department of Educational Foundations.

This proposal was accepted by all departments of the Faculty as was indicated in a letter (Dated 7 May, 1975) to the staff of the Department of Elementary Education from its Chairman seeking endorsation of the objectives of the program. He wrote, "The purposes of the program are significant in terms of societal needs. There is a need to which this University and this Faculty have responded in only a minimum way up to this point."

Subsequently the project was approved by the Faculty as a letter (Dated 13 June, 1975) from Dean Horowitz to G. K. Gooderham of the Department of Indian Affairs and Northern Development indicated:

> I am pleased to be able to inform you that at the May 13, 1975 meeting of the Council of the Faculty of Education the Project Morning Star program received unanimous support with the understanding that the project would be funded by the Department of Advanced Education of the Province of Alberta and Department of Indian Affairs and Northern Development.

The whole initiative to introduce a program to train Native teachers was highly appreciated by the press and public. Bob Remington of the *Edmonton Journal* wrote in 1975 that:

> Morning Star Project will hopefully overcome a bleak situation of high Native attrition on the traditional white man's campuses by offering 40 Indians the first two years of a Bachelor of Education Degree at the Blue Quills School at Saddle Lake Reserve near St. Paul.

External concerns. As the administrators of the Faculty started moving toward implementation of the Project in the Fall of 1975, they became aware of two drawbacks in their proposal and they could foresee the concerns of the stakeholder oraganizations. One such concern was the standard of the program and the second was the issue of certification.

Patterson (Personal interview, 3 January, 1985) revealed that the faculty administrators could find several "catches" in their proposal. Patterson indicated:

> The proposal of Project Morning Star meant that at the time when the Faculty was considering extending the requirements for the certification to four years, the Faculty was also proposing a program which was going to lower the qualifications needed for entrance. The requirements were relaxed for Native students in Blue Quills. Candidates did not necessarily need high school graduation for entrance and moreover, they did not have to complete a degree before they could be admitted to the classrooms as teachers.

As anticipated, objections were raised by the Alberta Teachers' Association who strongly opposed Project Morning Star and questioned program standard and overall quality

of the program. In *The Calgary Herald*, of July 25, 1975 it was reported that:

> "The Association is opposed to the dilution of teacher standards for Native persons or for any other group," says an ATA brief to Education Minister Julian Koziak.
>
> It asks the Minister to designate Morning Star a pilot project, "that its scope not be extended beyond that currently proposed... and that the project have a maximum life of six years."

The same paper reflected on the concerns of the representative of the University of Calgary, Ms. Evelyn Moore:

> Evelyn Moore, who heads the three year University of Calgary Indian Student University Program, also has reservations about Project Morning Star.
>
> "A number of our Native students have expressed concern that if they go into the school with less, they won't receive the status and respect from the Native people in the community that would be accorded a teacher with full training," she said in an interview.

The concerns of these external bodies regarding admission standards were not well grounded. The admission policy for Project Morning Star students was not different from that of the University generally. Carl Urion (Personal interview, 16 April, 1985) explained:

> At the time the mature students admissions poilicies were not as strict as they are right now. In fact the students weren't admitted to the University during the first year -- they had to successfully complete the first year before they were given "retroactive" credit as admitted students.

The second concern was related to certification as Myer Horowitz (Personal interview, 22 April, 1985) indicated,"At the outset Project Morning Star was a short program, a piece of the B.Ed. program. Later, the interim teaching certificate was to be granted and that created some concerns." On May 7, 1975, in the BTEC meeting a motion was passed:

> ...it is recommended to the Minister that until 1980, students who complete successfully the first two years of Project Morning Star will be eligible for a Conditional Certificate; between 1981 and 1984, students who complete the first three years of Project Morning Star will eligible for a Provisional Certificate.

The Alberta Teachers' Association was completely against such certification. Patterson (Personal interview, 3 January, 1985) recalled:

> There was some opposition within the certification group although there were people who were sympathetic and were ready to take some affirmative action in regard to the Native population. There were some people in the committee who believed that it was possible to teach without having a four year degree. But still there was some unease on the part of the ATA and they had serious questions about what the Faculty was proposing.
>
> The Faculty needed a well informed and well planned proposal to convince this particular group. To get the approval of the ATA we had to be very cautious

because the ATA did not want to have this experience used as a precedent towards undermining the overall requirement for teachers. We were making a case for the quality of the Morning star program and did not want it to be regarded as inferior in the sense that we had created status difference between Native teachers and non-Natives. We designed this program bearing clearly in mind the idea that when these people completed their B. Ed. degree they would be eligible to teach in any of the classrooms of the Province not just in Native classrooms.

Carl Urion (Personal interview, 16 April, 1985) confirmed Patterson's statements:

> We were very careful to do nothing at all that did not have a precedent at the University of Alberta -- every aspect of the program was carefully vetted to make sure that we did nothing that had not been done before in some other venue. What we did to create "the program" was to combine unusual procedures, such as mature student admission, off-campus courses, unusual time commitments, all of which had been done before. The one aspect that was touchy was certification. The requirement for it came more from the federal government, from Mr. Gooderham, than from anywhere else -- funding was contingent upon it. In fact, it did nothing more than legitimize something that already existed; there were several teachers in federal schools who didn't even have provincial certification of any kind, but were teaching on "Letters of Authority." There would be no significant reduction in teacher qualification in the schools concerned. As far as lower standards of admissions were concerned, it was made clear to the student selection committee that they were to choose only clearly superior candidates.

In the meetings with the Alberta Teachers' Association Teacher Education and Certification Committee then Associate Dean Patterson and Carl Urion, attempted to present the rationale for "Project Morning Star" and asked the ATA to endorse the idea of "interim certification" that would be available after the completion of the required three years. Carl Urion (Personal interview, 16 April, 1985) indicated, "We presented to the ATA the fact that we had requested the Board of Teacher Education and Certification to grant the temporary certification. It was a courtesy call on them to give them the basis of our request -- it was a kind of lobbying effort as well."

In spite of the ATA's opposition the proposal was accepted because it gained the support of other organizations. The support for the program proved stronger than the opposition. In his letter of May 12, 1975 to Patterson and Carl Urion, then Dean Myer Horowitz wrote:

> You will be very pleased that the Board, at its May 9, 1975 meeting, endorsed special certification arrangements for Project Morning Star according to the proposal I put forward in my letter to Dr. Hrabi of April 17, 1975.
>
> .... There was strong opposition from Calgary and the ATA and Lethbridge abstained. We enjoyed strong support from ASTA and the two Departments of Education....

Eventually, the Government of Alberta had "concurred with recommendation to implement a teacher education program for Natives for a three year trial period subject to the conditions for approval ...." as a letter from James Hrabi (Dated 17 September, 1975) to F. Enns, the then Acting Dean of the Faculty of Education, confirmed. The stand of the Board of Teacher Education and Certification for Provisional cerification for Native teachers was positive as the following letter indicated:

> With reference to certification, Dr. M. Horowitz, when he was Dean of Education, recommended to the Board of Teacher Education and Certification that Project Morning Star students should receive special certification upon the completion of the initial two year phase of the program. We are pleased that the Board has supported this proposal.

(Letter from Harry Gunning, the then President of the University of Alberta, to R. A. Bossetti, Assistant Deputy Minister of Advanced Education and Manpower, dated 18 September, 1975).

Implementation. According to the agreement between the Blue Quills Native Education Council and the Department of Advanced Education and Manpower, Project Morning Star was to be a community based program, jointly run by equal partners, the University of Alberta and its Faculty of Education on the one hand and the Blue Quills Native Education Council and the Saddle Lake/ Athabasca District Council of Chiefs on the other. A Board for Project Morning Star was to be established to act as a governing and policy-making authority and consisted of two representatives from each constituency.

The program started at Blue Quills school in northeastern Alberta near St. Paul in the Fall of 1975 as planned. This program featured all components of the regular B.Ed. degree of the University of Alberta. Several modifications were made by the Faculty of Education to implement the program. First of all, the average age of the students was higher, and a majority of students were admitted under liberal admission requirements. Special arrangements with the BTEC allowed students who had successfully completed two Years of the Morning Star program to be eligible for interim teacher certification in Alberta. Interim Certification was valid for five years. During that period students could continue their education and could finish their degrees at the main campus of the University of Alberta.

This program demanded several structural changes as well. As the instruction to Natives was offered at the Blue Quills site, the professors from the Faculty of Education at the University of Alberta were required to stay at Blue Quills for short periods of time to offer their courses. Courses were offered serially. Students had to concentrate on one subject at a time rather than concurrently as was the pattern at the University of Alberta. In the first year of the program one or two courses were offered over the time span of a month which accommodated the credit-hour requirements for the courses and the preferences of the professors who could not be away from the main campus for an extended period of time. The second year of the program resembled more the on-campus program. Student teaching was carried out in the neighborhood schools, and the faculty consultants were resident in the St. Paul area.

Even after introducing the project at Blue Quills, some adjustments had to be made in order to ensure a successful implementation. Administration of the project was an important consideration. The first director of the program was Lynn Baker who had worked for the Alberta Indian Education Centre previously and had returned recently from the United States. His selection as director was very strongly supported by the representatives from Blue Quills and acceded to by the University. According to Carl Urion (Personal interview, 16 April, 1985):

> ... Mr. Baker had come recently from the United States and did not really comprehend the nature of Native-government interaction in Canada, and understood even less well the structure of post secondary education in Canada. He was director of the program for at least the first two years, so his impact was significant. He was a "broker -- he spoke for Indian people. His interaction with me was particularly contentious because I represented the University, but was Native myself.

As mentioned earlier the off-campus site demanded that a number of faculty members go to Blue Quills to provide instruction. It was particularly important for the director of the program to spend considerable periods of time at Blue Quills. The second director of the program was a University of Alberta professor who experienced some adjustment problems in his stay at Blue Quills.

Maintaining rapport between university representatives and Native organizations proved particularly challenging. Carl Urion (Personal interview, 16 April, 1985) posited:

> The University's great failure, I think, at this point, was to move the locus of governance of the program from the Department of Educational Foundations, where staff members had long maintained personal relationships in Native communities and with Native organizations, to a group within the Faculty who had little or no experience in working with Native people.

There was a great deal of misunderstanding among different individuals. Patterson (Personal interview, 3 January, 1985) recalled,"One problem that arose, I think, was related directly to personalities and their various roles within the organization. There was some measure of pettiness and questioning of integrity on the part of people involved in the project."

Another critical issue which arose in the initial days of implementation was related to the successful joint administeration of the program. Patterson (Personal interview, 3 January, 1985) reflected:

> This question remained rather a central kind of issue throughout the three different phases of the Project. Initially the Board was designed in a way so that there would be equal representation of the Native community and the University. This Board had the autonomy to make decisions that would regulate the program. But just at the time when the program was to be implemented there were differences of opinion over the management of the finances available for the program. Eventually the solution that was adopted gave the Native community authority to administer and control certain parts of the program and the University control other parts and the idea of the Board, based upon consensus of the two parties did not work out in those early stages.
>
> The situation of jurisdictional disagreements continued into the second phase. Unfortunately, to add to this there were some personality conflicts and role conflicts among the people representing the two different constituencies. These conflicts led to accusations about the way things were being conducted and several times, I think, seriously jeopardized the project.

Worth (Personal interview, 18 January, 1985) confirmed the information. He stated:

> This was a very tense period. The Council of Blue Quills was not very happy with some of the things that occurred. There were other programs operating at Blue Quills from the University of Calgary and the University of Athabasca and the Council had a very different relationship with those two institutions. The Native people wanted to be able to influence the outcomes and day to day operations of the program.

Throughout the period of implementation the desire of the people in the Blue Quills Council to control the program was apparent. They thought that one of their original objectives, namely, "Indian Control of Indian education" was being lost. The executive director of the Blue Quills Native Education Council expressed his point of view in a letter to

R. S. Patterson, the then Associate Dean of the Faculty of Education at the University of Alberta (Dated 20 April, 1979),

> ...The original goals included the application of the principle of Indian Control of Indian Education to this program. Unfortunately this goal has been more and more distant as the University's administrative needs came to take priority. A number of concerns have also arisen with regard to the level of instructional costs and other matters.

The Faculty considered this issue as an infringement on the autonomy of the University by an external body. Patterson (Personal interview, 3 January, 1985) explained that this was the reason that the Faculty tried to maintain a degree of independence and believed that such independence would give the program its long term recognition and acceptance. For once, the Faculty was not prepared to yield. In a letter of April 23, 1979, Patterson wrote to Mike Steinhauer, the then Director of Blue Quills Native Education Council,

> I raised the matter of Indian control of higher education. The nature and tradition of universities are different than those of the public schools. Universities have for centuries existed as autonomous institutions and have resisted attempts to let political concerns overrule academic ones. The Indian population is not unique in its efforts to change this, as universities are being pressured by governments and, ultimately, by the people supporting them to be more accountable. What people may fail to realize is that if universities do in fact lose that independence of action and instead become the pawns of various pressure groups, they will cease to offer to society a very important and valuable service. On this point I am questioning whether or not public control, defined as distinctive pressure groups, is the way to go in higher education. <u>If the Indian people can tell the university what to do, then why not let every other politically vocal interest group in society have the same right</u>?.... However, given this basic differences on the matter of Indian control versus university control, it is not difficult to understand why tension has developed over the past few years in Morning Star. The two sides are engaged in a tug-o-war.

In the third phase the Board was reinstated to govern the project by consensus. Decisions agreeable to both parties were made. One of the early decisions of the Board was the selection of a new Director and Student Counsellor. The Native Associations wanted a Native person to fill the post of Student Counsellor which was not acceptable to the university. As Patterson (Personal interview 3 January, 1985) posited that "right decisions" were very important at this point of time for the eventual success of the program. Ms. Reed was appointed the counsellor and Leroy Sloan was appointed as the Director of the program. Later both Sloan and Ms. Reed won the support of the Native community. The Native community, however, controlled some of the decisions with respect to their end of the

operation. Thus, having a Board operating on a consensus basis was the best solution for the situation at hand.

Several timely internal adjustments were also required as the project progressed. Some administrative concerns regarding admission standards, residency requirements, and program content arose from time to time. These were dealt with by establishing committees and sub-commitees, by calling meetings or by referring to higher authorities. In the meetings and sub-committees, the external bodies were also represented. For example, a program sub-committee was established for the Project on June, 1977, in which the ATA was represented. An admissions sub-committee was established under the Chairmanship of the then Assistant Dean (Admissions) Browne, and a person from the Native community designated by the Executive Director of the Blue Quills Native Education Council was a member. Periodical evaluations of the Program were submitted to the Department of Advanced Education and Manpower. In addition, the issue of the residency for Morning Star students at the University of Alberta campus was dealt with at the Faculty level first, and then was referred to the General Faculties Council of the University.

The ATA was never very happy with the Project. One of the ATA's grievances related to the special privileges accorded to students. St. John's Report (Dated 6 April, 1979) mentioned that teachers in Alberta must stay four years in an educational faculty before certification, but Morning Star teachers might teach anywhere in the province after only two years, and many of them had not even completed high school matriculation. The ATA disapproved of departmental leniency on this matter and pointed out that teaching was a profession and that the profession needed standards. In a recent interview N. P. Hrynyk (Personal interview, 4 June, 1985) from the ATA admitted:

> The Faculty was too flexible and adaptable on this issue; in fact, probably more flexible than the ATA wanted it to be because there was a danger that the Faculty would create a renegade teacher education program which might undermine the basic standards.

Some changes in the program were made at a later stage to please the discontented Teachers' Association. The then Director of the Program, Leroy Sloan, explained in an interview to the representative of *The Edmonton Journal* , that one of the reasons for change

was the ATA's concern that students going out to teach after two years would not pursue the four years of education needed for a B.Ed. degree. The other reason, according to Sloan, was that any teacher had to have thirteen weeks of practice teaching before certification. With a two-year program, this period of time would have consumed one quarter of the program. So the important change made was that the two year teacher preparation program became a three year program. This move to three years was not supposed to affect a student's stay at Blue Quills which was to remain at two years. The third year was to be taken at the University of Alberta campus. Sloan believed that when a person got into a program, he or she would want to finish the B.Ed degree, so this extension of a year was not going to affect students negatively. Moreover, the program acted as a preparation period for Native students before they entered the huge campus of the University, so that University experience would not be a culture shock for them.

Positive influences. Throughout the period of implementation the Project had to face the concerns of the ATA, and several internal adjustments had to be made. But at the same time external bodies wholeheartedly supported the project, and the attempt was appreciated by educators. For example, the Chiefs and School Committees of Saddle Lake/ Athabasca District during their meeting on 20 October, 1976 passed a resolution stating, "The University of Alberta and the Blue Quills Native Education Council are to be congratulated for the start that has been made in Indian teacher education in Northeastern Alberta." Another resolution made by the Chiefs from Saddle Lake/ Athabasca District and the Blue Quills Native Education Council (Dated 20 December, 1976) was:

> The Chiefs and BQNEC also wish to commend the University of Alberta and the Faculty of Education for its continued commitment to Native people as evidenced through Morning Star itself, creation of the joint Morning Star governing body and the provision of highly qualified and outstanding members of the university staff as instructors for the program.

The Program also won internal respect and appreciation. L. R. Gue, Professor in the Department of Educational Administration in a letter (Dated 8 December, 1976) to the then Dean Worth appreciated the adaptive skills of the Faculty and faculty members. He wrote:

> A further comment on the willingness of a good number of academic staff to travel to St. Paul, to live in at Blue Quills School, and to adapt teaching/learning strategies to the direct, uncomplicated, demanding learning style of the Indian people, is probably timely. Without this level of commitment, the Project would have obviously floundered....
>
> To summarize, I am of the view that the Faculty's involvement in Morning Star is one of the most innovative and productive things the Faculty has done in some years.

Project Morning Star was perceived a success by most of the groups involved. The most acclaimed characteristic of the Program was considered to be its response to a crucial societal need but the positive effects the Project brought in return to the society were not overlooked. F. X. Boulet, a superintendent in St. Paul, mentioned in a letter to J. Horsman, the then Minister of Advanced Education and Manpower, about the benefits of the Project Morning Star. He wrote that it had provided excellent candidates for teaching and for student counselling positions. Furthermore, the improvement in the education level of parents and a community certainly had a positive effect on the educational level in the schools, and enrollments in Early Childhood Services and primary grades had increased during those two years. Boulet recommended that for general educational as well as economic reasons that support for the program be continued.

Even though there was some continuing interest in the neighbouring Native communities for continuation of the program, the Faculty decided to withdraw its involvement and the third program cycle of Project Morning Star was terminated on June 30, 1982. An additional year was added to it to make it more cost-efficient as there were two intakes of students on the two year program, that is, in 1975 and and 1977. A third "cycle" began in 1979 and many of these students moved to the main campus in Edmonton after completing their initial term year at Blue Quills. Thus, the program for these individuals was initially extended to 1982 so that they could complete their third year. It was then extended to the Spring of 1983 in order to allow the students who wanted to do so to complete their fourth year on the B.Ed. program. R. S. Patterson (Personal interview, 3 January, 1985) felt that the success of this project made the administrators of the university realize that such a program should become a part of the University's services. Patterson elaborated:

> It was recognized that what was needed, more than just a teacher education program, was a basic program which could create new opportunities in a number of fields for the students of Blue Quills.
>
> At that point it was decided that Project Morning Star would become a part of a total university program for Natives. The success of the program led the University to take some decisive actions in the issue of Native education. The concern to provide higher education to Natives moved away from the Faculty of Education to the larger unit -- the University.

Carl Urion (Personal interview, 16 April, 1985) commented:

> I think it would be worthwhile to note that the effect of the program went way beyond the specific individuals involved. Ever since the first group of Morning Star students started coming to campus, the pattern of enrollment of Native students on campus has changed. A very sizeable plurality of students come from the area of the province served by Blue Quills -- but most of the people from that area who come to campus have not attended Blue Quills programs. The effect of Morning Star was that it demonstrated that university programs are accessible to Native people -- I think that's why so many of the Native students come from that area.

In general, Project Morning Star could be regarded as an experiment which was successful. The positive experience of this temporary adaptation led to some major permanent changes in the university for the education of Natives.

B. Preparing Teachers for Catholic Schools

The purpose of this part of the chapter is to present an overview of the events that led to the introduction of several courses in religious education in the Faculty of Education. This move was in response to the initiatives of interest groups who wanted the Faculty to offer special preparation for those teachers who would be teaching in Catholic schools. The first section provides the historical background surrounding the issue. The second section identifies the specific external pressures on the Faculty of Education, and the third deals with the response to these external pressures.

Historical Background

The issue of special preparation for teachers of Catholic schools in western Canada goes far back in history, into the end of the last century. In 1884, the first North-West School Ordinance endorsed a dual system of schooling for the Territory. The Ordinance

recommended that a twelve man Board of Education, appointed by the Lieutenant-governor-in-council, was to be divided into Protestant and Catholic sections, each controlling its own schools, licensing its teachers, selecting its books and apparatus, and appointing its inspectors. This dual system of schooling gave the Catholic church hierarchy complete control of their section of the Board. The government had given them power to make decisions concerning religious and moral training and teacher licensing. But this arrangement was short-lived. Several minor and a few major amendments that were made between 1884 and 1892 gradually changed the dual sytem to a unitary one with Separate School guarantees. The School Ordinance of December, 1892, the last major piece of legislation leading to the unitary system, brought about another major change. A Council of Public Instruction assumed all powers of the Board of Education and weakened the position of Catholic schools. This Council became responsible for teacher education and certification. The Council made it clear that the preparation of religious educators was not a state responsibility, and Normal schools adopted the stance that schools should promote Christianity and morality without being denominational. The Council believed that if the Separate Schools wanted specially trained teachers they would have to provide the training (Carney, 1979:36).

Initially, there was hope among the proponents of Catholic education that there would be a Catholic Normal School to train teachers not only in secular subjects but also to provide courses on religious knowledge and the teaching of religion. But for a variety of political reasons, such a Normal School was never established.

The Director of the Alberta Catholic School Trustees, Kevin McKinney (Personal interview, 29 May, 1985) confirmed that this issue has strong historical origins:

> In 1884 we had an ordinance for a dual system -- two branches, two councils -- Catholic and Protestants were there. In 1888 the Catholic system passed a number of regulations that had provisions for teachers, to get the particular kind of applicants in keeping with the purpose of the Catholic schools.
>
> In 1892, when the whole training of teachers was put into government hands the influence of the clergy was restricted. People who were involved in Catholic education decided to establish Catholic colleges to have some structures to go with the Catholic school system and to complement the Catholic school curriculum.

Carney's (1979:37) article confirms McKinney's statement:

> Catholic schooling interests never abandoned the hope of obtaining special teacher training arrangements and continued working to this end. Among the factors that prompted the Alberta Catholic School Trustees' Association (ACSTA) to submit requests to the Alberta Royal Commission on Education in 1958 and to the Minister of Education in 1960 for a Catholic Teacher Training institute were the new religious studies orientations and the changing staff compositions that accompanied growing Catholic school enrollments.

The development of the University of Alberta and then the Faculty of Education on secular lines came in sharp contrast with the objectives of the interest group. Yet there was St. Joseph's College on the University of Alberta campus, established in 1926, to provide higher Catholic education in western Canada. The College, owned by the Catholic Archdiocese of Edmonton, became a centre to provide courses in Catholic history, ethics, scripture, thought and doctrine. The existence of a denominational college at that time was in opposition with the secular aims of the university but the university continued to work in harmony with the college for a long time. Even in the secular climate of the University the Catholic education authorities hoped to have a few teachers trained especially for Catholic schools.

Until the early 1960s, the Faculty of Education at the University of Alberta, as part of its program requirement expected every student to take a course in the philosophy of education but that requirement was not removed. The Catholic school community in the province began to be concerned that their teachers were not receiving the kind of preparation which would help them to adequately fulfil the requirements of Catholic schools. R. S. Patterson (Personal interview, 14 January, 1985) indicated that this was the time when the Faculty first felt the pressure to train teachers especially for Catholic schools. Patterson indicated that during this period overtures were made by Catholic interest groups for the first time. But these overtures were not supported by other stakeholders. Carney (1979:37) mentions that it was in 1960 when the Board of Teacher Education and Certification rejected the ACSTA's proposal for the special training of teachers who were to teach in Catholic schools by unanimously affirming it did not "favor teacher training of a sectarian type."

Initial pressures on the Faculty. This particular demand grew with time, especially during the early seventies. The Faculty was approached by many individuals and groups

regarding the introduction of courses in religious education and teaching methods. Worth (Personal interview, 19 December, 1984) revealed:

> For a long time, the Alberta Catholic School Trustees' Association, Edmonton Catholic School Board and a number of other Separate School jurisdictions in the province took the position that prospective teachers for their systems ought to have a course and training in the methods of teaching religion as well as some opportunities to study the content of Catholic beliefs in the teacher education program of the Faculty.

Representatives of various organizations interested in Catholic Education approached the Faculty through the Department of Educational Foundations as R. S. Patterson, the then Chairman of the Department, (Personal interview, 14 January, 1985) recalled:

> When I was the Chairman of the Department of Educational Foundations I had my first direct experience with this problem. I can remember meeting with Mr. Harold McNeil, the then Suprintendent of the Catholic School Board in Edmonton, Mrs. Jean Forrest, who was then on the Board of Trustees for Edmonton Separate Schools and Dr. Robert Carney who was serving as Executive Director of the Alberta Catholic School Trustees Association. These people came to me to talk about the possibility of providing courses or at least one course that would be available for students who were interested in preparing themselves for teaching assignments in schools with a religious orientation.

Thus, the demand to prepare teachers for teaching in Catholic schools had a long historical base that made the interest group approach the Faculty directly when the requirement for a compulsory course in philosophy was no more longer in effect.

Initial minor adjustments. Adjustments made by the Faculty in those early years included efforts by individual departments of the Faculty. The Department of Educational Foundations was approached directly by interested groups to introduce a course on religious education. In 1973, the department introduced a course on the history of religious education in Canada. Robert Carney, the then Executive Director of the ACSTA, taught this course as a sessional lecturer under the title Religion and Education in Canadian Society. The course was offered for three years. The majority of students taking this course were Roman Catholics and many were teachers in the Edmonton Catholic School District. However, this particular course was not regarded as being sufficient by the representatives of Catholic school jurisdictions.

Increased Pressures on the Faculty

The pressure for the courses in religious education again began to mount by the mid-seventies. Neither secular aims of the University nor the reluctance of the Faculty of Education to offer religious courses hampered the enthusiasm of the people from the ACSTA and other Catholic organizations. In Carney's (Personal interview, 14 March, 1985) opinion:

> ...the people in the Alberta Catholic School Trustees' Association were not discouraged by the luke-warm response of the Faculty. Those people had a long experience of rejection. Now they became more dogged and were sure that they would eventually succeed.

From the perspective of the ACSTA, their needs were genuine. Since World War II the number of priests and members of Catholic teaching orders in the Catholic schools had declined significantly. Carney observed (1979:38):

> The number of ... religious teachers in Catholic schools declined substantially following the Second World War. Their numbers in Edmonton, for example, dropped from 58 percent in 1938 to less than four percent in 1977. Many lay teachers had no pre-service religious education, and while *ad hoc* in-service programs were established, teachers assigned to full-time religious instruction began to call on accrediting agencies to recognize courses in theology and related disciplines.

Moreover, a contemporary phenomenon in Canadian education was the increase in the number of independent Christian schools including Catholic schools. Carney (Personal interview, 14 March, 1985) affirmed that the Catholic schools had grown in number in Alberta during the decade of the seventies. A good portion of the school population in Alberta was Roman Catholic. Carney indicated in the interview that:

> People may accuse the University of favouring a particular group but the reality is that one out of four kids goes to a Catholic school and this is not an insignificant number. But it seems that many Albertans have never accepted that reality.

In an article Carney (1979:35) also quoted a 1978 survey of Alberta Superintendents which indicated that 73 per cent of the respondents stated that there was no opposition from the public served by their district to religious instruction. In his words, "... there was also a strong support for the view that Christian morality based on the teachings of Christ should be taught to children."

Administrators of Catholic schools, teachers and church leaders recognized these growing needs and believed that the Faculty of Education graduates of the time had no

background in religious education. They felt that the University should respond to this need by making some courses available on an optional basis. Although prospective Catholic teachers could take philosophy courses at St. Joseph's College or a Bachelor of Religious Education degree at the Newman Theological College, the interest group felt that the Catholic teachers should have specific courses in methodology, and in curriculum and instruction, not just in content which could come from various sources. They argued that when teachers who were not trained in this particular discipline, had to teach religious traditions and ideas they felt very ill at ease in doing so. Therefore they continued to lobby for professional education courses for Catholic teachers.

Patterson (Personal interview, 14 January, 1985) recalled the period when he was the Associate Dean, and was approached by the same people who had contacted him a few years earlier:

> I can remember that when I was Associate Dean, Mr. McNeil, the now retired suprintendent of the Edmonton Catholic schools, approached me and Dr. Aoki, the Chairman of the Secondary Education. He informed us that his group was not interested in philosophical or historical courses. They wanted something which would help meet the Curriculum and Instruction needs of their religious education courses.

This time the pressure was exerted not only at the University of Alberta but also at the Universities of Calgary and Lethbridge. The interested organizations put their demands through other organizations such as the Board of Teacher Education and Certification. Carney (1979:36) observes:

> ...the ACSTA continued to lobby for professional education courses for Catholic teachers. Resolutions at the 1975, 1976, and 1977 ACSTA conventions called on Faculties of Education to develop and introduce courses in religious education. The ACSTA also asked member boards to make religious education courses a prerequisite for teacher employment....

Faculty administrators at the University of Alberta also felt that the interest group applied pressure through graduates of the Faculty. As Worth (Personal interview, 19 December, 1984) stated:

> The ACSTA put pressure through our students. The students who applied for positions in Catholic jurisdictions were told, '... If you had a course in the teaching of religion you would have had better chances of employment with us.' So the students came barrelling back and asked us if they could be admitted to a course in teaching religion so they could get a job in a Catholic school system. That was a

kind of pressure we began to feel. It was a very good strategy on their part.

The increasing unemployment of teachers trained in the Faculty caused concern among Faculty administrators. As the ACSTA had asked member boards to make religious education courses a prerequisite for teacher employment many of the Alberta Catholic school boards hired teachers from other provinces, notably Nova Scotia, who had training in religious education. The ACSTA representative, Kevin McKinney (Personal interview, 29 May, 1985) confirmed that they employed graduates from other provinces but it was because of the specific needs of the Catholic schools. He said:

> We did employ graduates from other universities and provinces because we could not find students trained in the provincial universities who were sufficiently prepared for Catholic schools in certain subject areas. We believe that there should be various tracks in the Faculty which could accommodate teachers of various subject areas and which could adequately reflect the needs of the different school systems. If we need different kinds of teachers in schools, it seems to me that the Faculty should provide a variety of tracks from which the prospective teachers can select and which would prepare them for specific roles in specific schools.
>
> At present, there still appear to be some difficulties with respect to understanding our needs, and, it seems that there is a lack of organization in the Faculties' efforts. It is a question of who has the responsibility, who can provide the best educational services to the students in keeping up with the needs of the schools, especially Catholic schools.

Response of the Faculty

The response of the Faculty, in this particular instance, did not occur in a simple stimulus-response fashion. Because of the historical roots of this issue and due to the continuous pressure from outside, the Faculty had made periodic adjustments along these lines. However, these minor adjustments were viewed as unsatisfactory by the Catholic community although even the implementation of these courses followed an initial period of resistance.

Resistance. Worth (Personal interview, 19 December, 1984) thought that, although historically there was pressure for change from outside, there was a corresponding resistance within the Faculty. The most important reason for the opposition within the University was the secularist orientation of the University. The Faculty felt that the purpose of the University did not include the teaching of dogma or the views of any particular group. They

felt that offering a course in religious studies for Catholic school teachers would be seen as a form of indoctrination of education students and also as preparing them to indoctrinate others. If the Faculty consented to offer any such course on specific religious opinions to accommodate these external pressures, this could only be done in an "objective way." So until 1972 the response of the Faculty of Education to the proposal from the ACSTA was negative. The Faculty considered the demand as "creedal" and "discriminatory" in nature (Carney, 1979).

Furthermore, there were problems in administering such a program. Enns (Personal interview, 10 April, 1985) indicated that when he was Associate Dean of the Faculty of Education he felt pressure from outside to introduce courses in religious studies in the teacher education program but a positive response could not be given. He recalled attending various meetings to discuss the issue of providing religious education but nothing substantial was achieved. The Faculty could not garner support from outside bodies or from within the University on this matter of responding to the demands of the Catholic community. Enns commented that the people from the Department of Education's curriculum division did not have any clear notion about what religious education in terms of teacher preparation meant, and the Department of Religious Studies at the University was very small and could not provide adequate service to students of the Faculty of Education.

Worth (Personal interview, 19 December, 1984) agreed,

> Historically, this issue had always been resisted within the Faculty of Education. It had been resisted on two grounds. One, it was not considered appropriate that the teacher education program should promote one particular religion as opposed to another. Two, there were more practical concerns because many people could not see how such an issue could be handled. So for years nothing much was done. Periodically the matter would come up and some minor adjustments would be made from time to time. For example, in early programs students were supposed to do a philosophy course in the Department of Philosophy at the Faculty of Arts which was called "General Introduction to Philosophy." In lieu of this specific required course in the program the Roman Catholic student teachers could elect to do a course in "Thomistic Philosophy." The other way to accommodate was that the students could use some of their options and take courses in St. Joseph's College or in the Department of Religious Studies.

Preparation. Once again at the Faculty level there was an attempt to fight back, as a letter from the then Dean Worth addressed to J. Hrabi, the then Chairman of the Board of

Teacher Education and Certification, dated December 9, 1976, shows:

> There are a number of courses offered within the Faculty of Education at the University of Alberta containing content which would be helpful to students seeking an understanding of the place of separate schools in Canadian education. Among those where this content is readily apparent are the following: Ed. Adm 261/461, Ed. Fdns. 201, 351, 353, 355, 413, 451, 495, and 501, and Ed. Psych. 497/597.
>
> The Faculty does offer a number of courses in the C and I departments which deal with various valuing techniques, but none of these deal specifically with curriculum and instruction in religion.
>
> In addition to these courses ... courses providing content helpful in building an understanding of Roman Catholic and/or Christian perspectives are available in a number of other departments i.e. Religious Studies, Sociology, Philosophy, English and History that fit within the framework of the Component model underlying our B.Ed. program and are available to students as electives.

The matter was brought up repeatedly in the meetings of the Board of Teacher Education and Certification. In an Executive Committee Meeting of December 20, 1976, Worth placed a motion that:

> The Executive Committee recommend to the BTEC that the highly complex ramification (= implications to a secular institution of attempting to provide denominational religious courses) of the specific preparation of teachers for service in Catholic Schools is beyond the competency of the Board and should be referred back to the ACSTA for their further submission directly to the Ministers of Education and the Alberta Government.

The motion was carried (BTEC Meeting Minutes, May 27, 1977). At the same time a letter from Hrabi to McKinney (Dated 19 July, 1977) shows that a motion that "recognizing the special status of Alberta Roman Catholic Schools, the BTEC recommend the Faculty of Education programs include opportunities for preparation for teaching in Catholic schools," was lost which shows that the issue did not have much support from other organizations. So the Faculty had a stronger hold on the situation and did not feel it needed to react more positively to these demands.

The Faculty was, however, more receptive at the departmental level than at the Faculty level. As mentioned earlier there was already a new course introduced in the Department of Educational Foundations, the then Chairman of the Department of Secondary Education also responded somewhat positively. A steering commitee of three faculty members was established under the chairmanship of Dr. Aoki to consider the possibility of offering courses in religious education. A decision was reached that a course on religious and moral education should be offered on a temporary basis. Beginning student teachers, who were

interested in applying to Separate Schools Districts for positions were encouraged to take this particular course. A staff member in the Department of Secondary Education, J. Parsons, worked as counsellor to new students who were interested in the area.

Joint efforts. As the pressures were mounting at the Faculty level in all three universities they decided to work together. Worth reported at the BTEC meeting on May 27, 1977, that the Deans of Education of the Alberta Universities were holding regular planning sessions to look at "emergent needs and a Task Force had been formed to investigate and recommend on such issues as Religious and Moral Education, Family Life Education...." The three Deans talked about the issue and thought that it might be possible for one university to offer some kind of special program that would appeal to the teachers destined for Catholic schools and which would to some extent satisfy the demand of the ACSTA. But like any joint attempt the introduction of religious courses in the Faculties of education moved slowly as a letter (Dated 17 April, 1978) from R. Lawson, the then Dean of Education at the University of Calgary, to J. Hrabi, the then Chairman of the BTEC, shows:

> ... the three Deans of Education Faculties in Alberta have been investigating possible actions toward offering courses or programs in religious and moral education in the provincial universities.
>
> Further joint action has been deferred for a year, providing consideration in respective Faculties. This does not preclude actions on the part of individual Faculties of Education in accordance with their respective priorities, but does mean that any formal agreement for collaboration on program definition, instructor exchange, special spring summer offerings, etc., cannot be taken until such further consideration has been given in each Faculty of Education....

Inter-Faculty Committee on Religious and Moral Education. At the same time the Inter-Faculty Committee on Religious and Moral Education had come up with some valuable recommendations. The Committee in its report to the Deans of the Faculties of Education recommended in April, 1978, that the Faculties might offer courses in religious education and methodology but the report clearly stated that the Committee did not support a special program of teacher preparation in Catholic education. Worth (Personal interview, 19 December, 1984) elaborated:

> A Committee, which had representation from various faculties and departments, was set up to look upon how religious studies could be accommodated with the teacher education program. This group made certain recommendations out of which two stood out. One, it was not something in which the University of

> Calgary could specialize and the University of Alberta could not, it had to occur in both universities. The second recommendation was for the establishment of an elective package or concentration which would enable students to take a series of courses relating to religious and moral education. The Faculty of Education at the University of Alberta put a group together and planned the courses for such a package or elective (later known as a minor).

The acceptance and provision of courses on Religious Education seemed to satisfy the interest group. The ACSTA officials believed that the universities were becoming more receptive. But at the same time they felt that this responsiveness was reactive and quite unsuitable for an academic Faculty. McKinney from the ACSTA (Personal interview, 29 May, 1985) felt:

> I have been happy with the openness which the university and the Faculty had extended to our association... but I would like to say that all initiatives had to come from us all the time, which had prolonged responses. Whereas, as an academic faculty, the Faculty of Education should in fact perceive the importance of this kind of issue much more than it has been doing and it should be prepared to be more proactive than reactive.

When the Faculty decided to introduce minors along with majors in the secondary education route, the Department of Secondary Education decided to introduce a "minor" in four non-subject specializations and a "minor" in religious and moral education was one of those four.

Factors that affected the implemention. Along with the acceptance of the idea, the administrators of the Faculty became aware about certain limitations that inhibited the smooth introduction and institutionalization of the courses. There were some internal problems. According to McKinney, (Personal interview, 29 May, 1985) organizations like the Faculty of Education generally faced such limitations. He stated:

> We worked with different universities, not just with the University of Alberta. We suggested particular courses and they hoped to include the courses in the program. But it was a long process because faculties of education being a part of universities had to go through difficult structural problems to introduce a course or courses ....

The inhibitors, as mentioned by members of the Faculty were lack of expertise, lack of commitment, and lack of coordination. These factors meant the Faculty was unable to offer the program on a regular basis. Worth (Personal interview, 19 December, 1984) mentioned, "At that time we discovered that the Faculty did not have the expertise to teach

these courses. Nothing could be arranged on a regular basis. For a few years visiting professors were invited to give courses in this area."

The lack of commitment of any individual or department as the reason for the prolonged period of time for the response was identified by Enns (Personal interview, 10 April, 1985). He felt that at the University of Alberta Faculty of Eucation no one was prepared to take on a long term responsibility. He indicated that at Calgary they had successfully introduced a program in religious education and Faculty members at the University of Alberta were hopeful that they would be able to start some thing similar on a long-term basis. However, he stated, "people used to get side-tracked" and nothing positive resulted for a long time. Carney (Personal interview, 14 March, 1985) agreed with Enns' view and stated that staffing and the commitment of individual professors have always been problems for such courses but, more importantly, there was a lack of coordination. Courses in religious education came from three departments of the Faculty, namely, the Department of Educational Foundations, the Department of Educational Psychology and the Department of Secondary Education. In all instances, except in Educational Psychology, there always has been temporary staff to offer the courses. Moreover, there was no coordinator to counsel interested students and none of the three departments was prepared to accept the leadership role.

In addition, the factors which affected the way and the degree to which the Faculty adapted in relation to this particular issue, related to the nature of the University itself. These factors were referred as the "multi-purposeness of the organization", "its secular goals" and "the dissatisfaction of many groups in relation to the issue." McKinney (Personal interview, 29 May, 1985) agreed:

> ...the university tried to accommodate but it was forced to accommodate over the struggle of groups.
>
> That is one example of how difficult it is for a multi-purpose organization to remain adaptive in all facets of its operations at the same time. I do not say it is impossible but it is extremely difficult.
>
> The secondary aims of the university itself... made the introduction of the courses a bit difficult.

Moreover, Carney (Personal interview, 14 March, 1985) posited that the slow pace and unsatisfactory development of the program was not unique to religious education. He said:

> I think, any recent program would suffer because resources are not there. The resources of the Faculty are really being stretched. With budget cuts there will be retrenchments in most of the areas and this program, although it has a historical bearing, was not fully developed earlier and its development at this time would suffer the consequences of the tight financial situation.

Consequently, the adaptation by the Faculty in the area of religious education was not satisfactory. In general, the Faculty's response in this area had been luke-warm. Faculty members thought that the University of Calgary was doing a much better job than the University of Alberta. The ACSTA officials agreed, as Tkach (1983:355) mentions:

> The ACSTA lobbied the Faculties of Education at both the University of Calgary and the University of Alberta in Edmonton to develop and offer professional education courses for Catholic teachers. Evident, too, was the responsiveness of Calgary's Faculty of Education. Edmonton's parallel Faculty took more time to react....

Modifications. In 1981 a proposal to establish a minor in Religious and Moral Education was considered by the Faculty's Committee on Course and Program Review and Approval. On February 2, 1982, the proposed minor was officially sanctioned and described as follows:

> CCPRA endorse a minor in Religious and Moral Education which will be comprised of 18 credits -- 9 credits to be taken within the Faculty of Education and the remaining 9 credits to be taken from St. Joseph's College and/or the Departments of Religious Studies and Philosophy.
> The components of the minor:
> ED CI 496 *Curriculum & Instruction in Religious and Moral Education.*
> ED PSY 417 *Religious and Moral Development & Education.*
> ED FDN 434 *History of Religious and Moral Education in Canada*
> ED FDN 456 *Moral Philosophy and Education.*

A minor in Religious and Moral Education at the Faculty of Education of the University of Alberta allowed students to take three courses in their particular religious tradition and three courses in the foundations, the psychology and the instructional aspects of Religious Education. The minor in Religious and Moral Education as an option in the B.Ed. program was regarded as a "single victory by those interested in more than the secular dimensions of humankind" (Tkach, 1983:356). Personnel at the ACSTA were pleased with

this effort and considered that it was just a matter of time before religious education courses would be regularly offered. Few Faculty members appreciated the move. Whtze Brouwer, Professor in the Departments of Physics and Secondary Education wrote in ATA's "Religious and Moral Education Council Newsletter," Vol. 9, no. 1,(August, 1982):

> Universities are, fortunately, changing in their conceptions of religion in schools. Whereas, in the past, university scholars prided themselves on the supposedly neutral, objective, unbiased approach to learning, there is a growing recognition of metaphysical or 'religious' basis of research and scholarship....
>
> University involvement in religious education would hopefully play a role in displaying the commonalities in different traditions rather than stressing the differences which often serve sectarian interests only...

Eventually, there were courses in the Faculty calendar in the area of religious education which revealed an attempt to adjust and accommodate to external pressures. Students who wanted to pursue this area at that time, took the content courses in the Departments of Religious Studies and Philosophy. Methodological problems associated with teaching religion had not adequately been addressed by the Faculty. Worth (Personal interview, 19 December, 1985) maintained:

> This particular issue represents the very low end of adaptability. There is something there but it is not very functional in the operational sense....
>
> I think that the responsiveness within the Faculty, on this issue, was really a reflection of apparent growing tolerance of different religions in Albertan society generally and did not represent any definite shift in the Faculty's thinking....

The interest group was hopeful of a brighter future because they thought that religious education itself was gaining recognition in the university community. McKinney (Personal interview, 29 May, 1985) stated, "We were hopeful because in the last decade or so there has been an increased recognition of religious studies as an academic subject. Prior to that it was perhaps looked upon as an area with no academic credibility as a subject throughout the world."

This increasing recognition of the area might have some positive bearing on the response of the Faculty in the coming years.

C. Preparing Teachers To Cope with Learning Disabled Children

This part of the chapter is concerned with the response of the Faculty to the demands of the Alberta Association for Children with Learning Disabilities in Edmonton. The Association initially wanted the Faculty to introduce a compulsory course in the pre-service teacher education program that would enable teachers to identify and cope with learning disabled children. Later there was a plan to open a centre for learning disabled individuals linked to the Faculty. The description of the events that transpired is divided into two sections: initial impetus for change and Faculty's response.

Initiation

Historically there had been a concern among parents about learning disabled children. Teachers had also felt that students with learning disabilities require an identification of their weakness and the early development of suitable skills. It was considered crucial by some teachers and parents that all teachers should be able to identify these students early and that all should have necessary preparation to help the learning disabled children. Several concerned parents and teachers formed a group in Edmonton in 1968 that was called the Alberta Association for Children and Adults with Learning Disabilities. This group's purpose was to fight for the cause of learning disabled children. One of the issues identified by the Association was the preparation of teachers to cope more effectively and efficiently with children who had learning disabilities. The Association wanted the Faculty of Education to modify the teacher education program by adding a compulsory course on children with learning disabilities. The needs of learning disabled individuals prompted many other agencies to support the Association on the issue. They demanded more comprehensive efforts in the area including modifications in the teacher education program.

The Faculty first felt pressure from the Association in 1975-76 as Worth (Personal interview, 24 January, 1985) recalled:

> The issue of providing preparation for teachers to cope more effectively and efficiently with students with learning disabilities has been around for a decade or

> more .... Just as soon as I became Dean I began to get letters and phone calls and personal visits from people associated with the Association. These people saw me as someone favorable to their concerns and someone in a position to meet their demands, (without realizing how little power the Dean had). Apart from their perception stands the treatment given to the problem in my report "A Choice of Futures" (1972). It turned out that the Superintendent of the Education Building at the University of Alberta, and his wife were very active in that association and they had a feeling that they had a kind of channel into the Faculty through me.

Identification of the need. The Association for Children and Adults with Learning Disabilities believed that this issue was sufficiently important to get the needed attention. The members of the Association had the results of surveys and research material to support their point of view. On the basis of a survey of the Edmonton population they had reached two conclusions: first, the number of people with learning disabilities was quite large, and second, these people were already an integral part of the general population and could not be segregated. Thus, the population that the Association was concerned with was already in the mainstream. This factor was pointed out by the Interdisciplinary Committee of the University of Alberta in 1981 in the following statement:

> During the past three decades increasing attention has been focused on deriving a better understanding of the learning and development characteristics of individuals who are unable to learn effectively within regular program instruction. It has become increasingly apparent that individuals demonstrating these problems make up a significant proportion of the population. Percentage estimates vary anywhere from 6% to 30% of the population. This is a large segment of the population and if we are to provide the most appropriate education for all, it is important that we derive a better understanding of the learning and development of this large number of individuals.

The Association, therefore, was certain that every teacher was going to encounter a part of this population in his or her classroom. If the Faculty of Education failed to prepare them in this area, these teachers would fail to identify children with learning disabilities, and those children might never get what they needed.

Response of the Faculty

The response of the Faculty to the issue was not positive in the early stages. The Faculty did not have any strong ties to this particular Association. Moreover, there were some differences between the Association and the Faculty over terminology. Later, however, for three important reasons the Faculty began to reconsider its initial stance. These reasons

were as follows; first, the political influence of the Association, secondly, the interest of the University of Alberta Senate, and, finally, the involvement of the Faculty in an institute for learning disabled individuals.

Resistance. Initially the Faculty's response was not one of total rejection but it was not very positive either. The Faculty realized that student teachers should have a sound acquaintance with teaching exceptional children. But training of this type was being provided through the Special Education program which prepared interested students to teach exceptional children. In spite of giving philosophical support to the demands of the Association, the Faculty was not prepared to do much. The superintendent of the Education building talked to the then Associate Dean R. S. Patterson quite a few times about the growing needs of learning disabled children and tried to convince him to train teachers with definite skills in this area. he indicated that the Association was somewhat surprised at the unresponsiveness of the Faculty to the crucial needs of a particular section of the population. Patterson (Personal interview, 24 January, 1985) recalled:

> A number of overtures were made to encourage the Faculty to provide a few courses for all teachers that would enable them to meet the needs of youngsters with learning disabilities....Like most of our program developments the response of the Faculty to this interest group tended to come very slowly.
>
> Moreover, the issue did not get total support internally. It was again a case where the expectations were that the teachers should be able to do specific and definite things. Part of the Faculty still believes that first degree ought not to focus on narrow specializations, skills and audiences. The Association believed that this was an important issue to warrant attention. As far as the Faculty was concerned it was felt that our minor in Special Education was sufficient.

There were quite a few reasons for this unresponsiveness, and one of them related to the research being done in that area within the Faculty's Department of Educational Psychology. Several professors in this Department whose interests were special education and mental retardation could not accept the overtures that were being made by the Association. Some faculty members did not necessarily agree with the philosophy and viewpoint held by the Association. Worth (Personal interview, 24 January, 1985) revealed, "I soon discovered that a serious impediment to our doing anything resided in the Department of Educational Psychology." The "serious impediment" to reponding positively to the Association, according to Worth, stemmed from the difference of opinion between a specialized group within the

Department of Educational Psychology and the pressure group in relation to how to define learning disabilities. The group in the Department of Educational Psychology which was involved in providing special education felt that learning disability was not a legitimate descriptor for the kinds of problems the people in the association were addressing. The Director of the Centre to Study Mental Retardation, J. P. Das (Personal interview, 17 April, 1985) elaborated:

> I would admit that we in the Centre were interested in doing some research on other groups along with those who had learning disabilities. Lately there has also been some concern regarding the artificiality of the distinction between learning disabled and other children who have severe learning problems. We wanted to have a clinic to look at all children with learning problems and obviously could not rule out the children who had borderline I. Q's. But the Association was a parent group and their concerns were different from the concerns of educators and specially from those of researchers in the field who have no categories of exceptionality and believe that all exceptional children should be treated as though they belonged to one large group and should not be labelled. It was a very sensible proposal if we could get rid of past prejudices in the field.

The educational psychologists tried to link the term learning disabilities with mental retardation which was unacceptable to the Association. According to J. P. Das (Personal interview, 17 April, 1985) the parent group was rather emotional on the issue. He posited:

> It seemed that parents did not like the term mentally handicapped or mental retardation. The label itself was a cause of resentment and therefore there has been an emotional reaction to any of the proposals which our Centre presented on the basis of developmental research of children.

Worth (Personal interview, 24 January, 1985) agreed:

> For people in the Association it was an emotional issue. The members of this group are parents belonging to the middle or upper class of society who are fairly well-educated themselves. They simply fail to understand why <u>their</u> children cannot learn. It was much easier for them to accept the vague concept of learning disabled which implies that there is nothing genetically wrong with their children.

The mild response of the Faculty to the pressure group at the early stage could be attributed to two reasons: first, the Faculty was not interested in adding a course similar to that of Special Education, and second, different viewpoints of two groups, the Department of Educational Psychology and the Association for Learning Disabled Children and Adults, had led to an uncompromising state.

<u>Acceptance.</u> The Faculty could not remain in this state of mild responsiveness for long. There was continuing pressure from the Association for Learning Disabled which was

becoming increasingly powerful. R. S. Patterson (Personal interview, 24 January, 1985) thought that the Association's dealing with a single issue -- that of learning disabled children -- led to an "organized support" and the promotion of activities that conformed with the goals of the Association. Patterson indicated:

> Many provincial and national associations of children with learning disabilities were established, and over time these associations became some of the most effective pressure groups or lobby groups known in recent years in Canadian education. It was because of their success as a pressure group and their influence that eventually not only the Faculty of Education but governments throughout Canada had to tend to their concerns.

More importantly, the Association through its representation in the University of Alberta Senate was successful in influencing that body. The President of the University of Alberta, Myer Horowitz, was supportive of the issue as he (Personal interview, 22 April, 1985) indicated, "Certainly we took seriously the lobby on the part of the Association for Children with Learning Disabilities, and we were supportive. It was an area in which I was interested and somewhat involved."

In April, 1979 the "Report of the Task Force on Children and Others with Learning Disabilities" was published by the Senate of the University of Alberta. The Report provided a working definition of learning disabilities to balance the differing points of views, as follows:

> Children, youths, and adults with learning disabilities are those who manifest a significant discrepancy between their estimated learning potential and actual performance. This discrepancy is related to basic disorders in the learning process which may or may not be accompanied by demonstrable central nervous system dysfunction and which are not secondary to sensory loss, mental retardation, primary emotional disturbance or environmental disadvantage.

The Report also recommended the creation of "a centre which would be the foremost one in North America in relation to teaching, training, and research in learning disability."

The Faculty had to respond to the Senate's Report as Worth (Personal interview, 24 January, 1985) elaborated:

> One of the University's policies is that when a Senate Task Force Report is prepared it is sent to various units within the University that are mentioned in the Report and those units have to respond to the recommendations both to the Senate and to the President. That forced us as a Faculty to respond to the Task Force's suggestions....We also responded to the Senate and ended up in saying,'Yes, we will provide a compulsory experience for all, we will try to provide a minor.' Finally we also agreed to push this notion of the institute.

The Faculty's slow response prompted the Association to plan for an independent research institute that would attend to the needs of this special population. The Faculty did not want this. Worth (Personal interview, 24 January, 1985) revealed:

> As the group was very astute politically and had some very good connections they got all the support and encouragement from the public and from the Conservative Government. The Faculty, then, did not want to be left out.... When we heard about the institute we thought that we should capitalize on the interest of the public and power of the Association rather than having someone taking advantage of it.

Preparation. The Faculty made the first move to coopertae with the Association. Members of the Association were invited to meetings in the Faculty. It was important for the Dean and other members to create a congenial atmosphere so the results would be positive. Worth (Personal interview, 24 January, 1985) indicated:

> I tried for a couple of years to bring people in Educational Psychology and in the Association together. We convened meetings and tried to get the staff from Educational Psychology involved in the provincial conferences of the Association. But it took a long time and nothing seemed to be happening. The Director for the Study of Mental Retardation, Dr. Das, tried to overcome the fears the association had due to the linking of learning disabilty with mental retardation. He developed a proposal in which learning disability was not associated with mental retardation.

Patterson (Personal interview, 24 January, 1985) confirmed:

> One of the difficulties we faced was in trying to prepare a proposal that was acceptable to the Association. We were always walking a very tight line between what our university colleagues would accept and what the Association advocated. In the end we arrived at a position which satisfied both constituencies....

At this point in time the Dean decided that it would be better if the Faculty, as a whole, got involved in the project rather than fractionally through the Centre to Study Mental Retardation. In the meeting of the Faculty's Executive Council on March 18, 1980, the proposal of the Senate Task Force was considered and certain recommendations were made as follows:

> ...the Faculty of Education provide compulsory experiences for all B.Ed. students to ensure a basic knowledge of
> --normal child (adolescent) development
> --the identifying characteristics of learning disabilities and associate behaviors
> --the use of observation methods and informal diagnostic procedures
> --the referral and remediation systems available
> --communication skills, especially with children and their families.
>
> ...Moved that the Faculty seek funds to establish an interdisciplinary Institute for the study of Learning Disabilities that has a mandate broader than that identified

by the Senate Task Force. The Institute would:
(a) provide an opportunity for undergraduate and graduate students to gain experience with learning disabled children
(b) provide service to children with learning disabilities as well as advice and courses for parents
(c) develop curriculum
(d) develop courses and programs
(e) develop materials (films, case-studies on video tape etc.)
(f) provide continuing education experiences for teachers and other professionals (e.g. doctors, social workers, nurses, etc.) who work with learning disabled children and adults.
(g) be engaged directly in research as well as coordinate research of graduate students.

In April, 1980 the Dean appointed a small *ad hoc* commitee to prepare a response to the Senate on the actions taken by the Faculty of Education. Worth (Personal interview, 24 January, 1985) revealed:

> We set up a Committee consisting of four department chairmen -- Puffer, Aoki, McFetridge, and Zingle - to get things going ... to decide how we could get this common learning experience and how we could get our interests aligned.... We got into endless debates regarding providing a common experience for our students but not much could be resolved.

Later a joint interdisciplinary committee was established consisting of representatives from the Association, from the various departments of the University of Alberta, such as Pediatrics, Speech Pathology and Audiology, Educational Psychology, Secondary Education, and Elementary Education, as well as Clinical Services of the Faculty of Education, the Faculty of Nursing, and the Faculty of Physical Education. Also, representation from the Glenrose School Hospital was included. The committee was chaired by R.S. Patterson, the then Associate Dean of the Faculty of Education. The committee took just over a year to come up with the proposal for an institute. On May 1981, the proposal for a Centre for the Study of Learning Disabilities was submitted to the University. The Centre was supposed to be an interdisciplinary agency "housed within the Faculty of Education to help discover and effect ways of optimizing the learning and development of individuals of all ages who are judged to be learning disabled." (p. 1). One of the short term objectives stated in the proposal included the development of undergraduate, as well as graduate, courses:

> The Centre will:
> Assist in developing and implementing undergraduate and graduate courses including labs and practica in Education and other faculties offered by interdisciplinary teams for prospective teachers, medical personnel, social workers,

child care workers, etc....

The proposal was acceptable to the University, to the Faculty and to the Association. In pursuing the next step, the two groups -- the Faculty and the Association on Learning Disabled Children -- divided up the responsibilities. The Faculty was prepared to take things to the University community and the Association got ready to lobby the government to make money available. It was very well recognized by Faculty administrators that the Association had "special capabilities to fight for success," as Patterson called it.

Faculty administrators started on a "torturous route," according to Worth (Personal interview, 24 January, 1985), of trying to get the proposal approved by the Faculty and by the University. Quite a few people in the Faculty saw the proposal providing competition for their own favourite projects. Some considered it to be so huge and ambitious an undertaking that it would have a disruptive effect on other activities of the Faculty, which would tend to provide a kind of displacement of other legitimate goals. Others argued that this proposal was not going to do much in terms of preparing teachers although it was proposed that there would be a new compulsory experience added for all undergraduate teacher education students. Some other parallel attempts were also explored at this stage, as Worth (Personal interview, 24 January,1985) recalled, but they remained in draft form. For example, a proposal for a minor came up but was never acted upon because of resistance from within the Faculty and nobody was prepared to take the responsibility for it.

After getting the proposal through Faculty Council, the administrators of the Faculty took it to the Academic Development Committee of the University, the University Planning Committee, the Council of Chairmen and the Board of Governors. The Academic Development Committee, within the university, considered it a legitimate area for research and instruction so there was no problem in obtaining approval there. At the University Planning Committee, however, some problems were encountered, since at that level the proposal had to compete with other projects within the University and the Committee members were reluctant to give it much priority. But George Baldwin, Vice-President (Academic) of the University and Myer Horowitz, Chairman of the University Planning

Committee, both were aware of the political implications of the issue and both were aware of the fact that people within the Association were very well connected with the influential people in the Progressive Conservative Party. Worth (Personal interview, 24 January, 1985) recalled that, "All of us were aware that the interest of the Government might lead it to get funded." Eventually the proposal passed through the Planning Committee and the General Faculties Council but as a "Special Project." The status of special project placed the proposed activity outside the normal priorities of the university in terms of other projects so a decision was made to put it forward as a special project. The proposal was submitted to the Department of Advanced Education for approval and funding.

By the time the proposal reached Government the economy of the province had started to decline which caused a diminishing interest. Moreover, the proposal was caught up in the inter-departmental struggles in government because of the differing interests of the Departments of Education, Advanced Education, Community Health and Social Services and others. Eventually, it was referred to an interdepartmental committee. The Committee could not reach any conclusions, and the issue was held in abeyance. At the time of writing, the Faculty was still waiting for a positive response from the government but the Association had given up the fight.

Thus, the efforts of the Faculty were not met by anything conclusive but the fact remained that the Faculty tried its best to manage matters in favour of the issue but could not do so. According to Worth, (Personal interview, 24 January, 1985), this particular experience was very frustrating considering what happened in the end. Countless hours of time and much energy went into the development of that proposal, and it was shelved perhaps never to surface again. Worth (Personal interview, 24 January, 1985) in summarizing stated:

> In short, it is not a success story. Within the University, within the Association and within some sectors of Government we have been seen as being unresponsive. ... I think we showed good political adaptability, the proposal itself was an effective political compromise but actual staff and program adaptability was missing.

Myer Horowitz (Personal interview, 22 April, 1985) indicated:

> I can understand why some people within the Association feel that there was not much response from the Faculty or University....From where I sit I too agree that

not very much has happened but certainly it is not due to lack of effort on the part of the Faculty of Education.

However, it was an issue which could not go through the complete process of adaptation. It stopped at the stage of preparedness. The main stumbling block was, of course, the non-availability of grants. But at the same time there were other reasons for its not being a success. First, this was an issue which really did not concern other stakeholders. Some of these organizations also criticized the Faculty for its great interest in the issue. Hrabi (Personal interview, 30 May, 1985), Associate Minister in the Department of Education, reflected:

> That is not an issue which should have affected the Faculty at all. There are all kinds of pressure groups and if the Faculty listens to all of them then it will take at least seven years to finish the teacher education program. Including learning disabilities as part of the requirement for everybody -- I have my doubts!

Some other individuals from the external organizations had expressed their doubts about the need of such a course. They argued that such a course might become too theoretical and not practical once incorporated in the teacher education program by the University Faculty. Although they recognized the need to identify such students, they were skeptical about the involvement of the Faculty because there were ample resources available in the system. There were the diagnostic teams, and specialists provided by schools boards to identify the need. The teacher could always work with the expert to find out what type of approach would be best for the student. Subsequently, the seriousness of their demands and the needs of learning disabled children seemed less important as school systems put in place these consolidated services and various arrangements for the learning disabled. The earlier need for a preservice program for teachers of the learning disabled was met in other ways, such as in-service education for practising teachers and the use of special grants for special training programs. Moreover, the influence of a once politically active Association diminished with time, at least for the Faculty. They left the Faculty to deal with its own problems.

D. Discussion

This chapter has described the attempts of the Faculty of Education at the University of Alberta to respond to the needs of three particular groups. This section of the chapter discusses the findings associated with the three issues analyzed.

External Influence

All cases discussed in the chapter indicate that the impetus for change had its source outside the Faculty. The events that led to the implementation of Project Morning Star, a joint program offered by the Faculty of Education at the University of Alberta and the Blue Quills Native Education Centre, revealed that the initiative for the program came from outside the Faculty, that is, from the Native community and Native organizations. Similarly, the influence of external bodies for the special training of teachers for Catholic schools was apparent. It was not a new issue. There had been a long, visible and persistent pressure on the Faculty brought to bear largely through the Alberta Catholic School Trustees' Association and other bodies interested in Catholic education. The Faculty of Education at the University of Alberta was also faced with the demands of a politically strong pressure group of parents -- the Alberta Association for the Learning Disabled -- to train teachers who would be able to cope with learning disabled children.

In all of the above-mentioned cases, the source of change was a group or groups with which the Faculty did not interact directly on a continuing basis. In other words, these organizations were not part of the organization-set of the Faculty.

Adaptive Response of the Faculty

The response of the Faculty to the external initiatives taken by the Native community and Native organizations was positive comprising the stage of initiation, consisting of support and involvement by the Faculty, followed by the second stage of preparation, and then the third of implementation. In the case of the training of teachers for Catholic schools the

Faculty of Education, although bound by the secular objectives of the University, had been somewhat responsive to the demands of the pressure groups by offering a few courses through several of its departments from time to time. However, the Faculty did not appear to be very enthusiastic in its response to the demands of Catholic organizations. The response process that emerged revealed the phases of resistance, periodic minor adjustments, awareness of strong pressures from outside, preparation to implement changes and finally, the implementation of a minor in religious and moral education. In the case of preparing teachers for learning disabled children the response pattern consisted of initial resistance, acceptance and then preparation. For a variety of reasons this adaptation did not proceed to the stage of implementation.

Initiation. The initial phase of Project Morning Star had a strong positive base as the demand to train Native teachers was well-grounded in the need of that community and the issue of a special program to prepare Native teachers was well supported by other organizations. The positive influences during the initiation stage were (1) recognition of need by Faculty administrators; (2) support of various organizations; (3) support of the Senate of the University of Alberta; (4) coalition between the Department of Educational Foundations and Alberta Indian Education Centre; (5) financial support from government; and, (6) appreciation by the community at large. There was no apparent negative influence during the initiation stage. Further, the interest in the program shown at various levels within the University led to a timely acceptance of the demand for the program by the Native community. In the case of special training for teachers of Catholic schools, the Faculty was prepared to make a few changes after a period of persistent external pressure, although the attitude of Faculty administrators tended to be non-commital and reactive. In the case of preparing teachers to cope with learning disabled children, when the initial resistance within the Faculty was overcome, the Faculty acknowledged the needs of the external group -- the Association for Learning Disabled -- and was prepared to make the necessary changes to accommodate these needs.

The effect of the parent organization, that is, the larger University community, can especially be noted. The Senate of the University took interest in the preparation of teachers to cope with learning disabled children as it did in the case of the training of Native teachers. Their interest had a positive effect. On the other hand, the secular objectives of the University created barriers for adaptation in the case of the training of teachers for Catholic schools.

The initial response of the Faculty was also dependent on the involvement and interest shown by individual faculty departments and its members. In the case of the training of Native teachers, faculty members were more or less supportive as most of them identified with this need. The commitment of individual administrators in the Faculty also had a positive effect on the adaptations made to accommodate the training of Native teachers. In the other two cases there was resistance to making significant changes in the Faculty.

Preparation. The Faculty of Education while preparing to implement the program for Native students secured information about the extent of need, assessed the external environment, and attempted to get some financial support. The concerns of the Alberta Teachers' Association and the University of Calgary, however, had a negative effect at this stage. These concerns related to program standards and to the planned procedures for certifying of students of Project Morning Star. For these reasons, the Faculty had to negotiate with both, internal and external groups. The other departments within the Faculty needed to be convinced about the worthwhileness of the program. The ATA needed assurance about the quality of the program. In addition, negotiations with the Alberta Minister of Education were required to settle the matter of certification for graduates of the Morning Star program. Factors facilitating the preparation phase of Project Morning Star, as indicated in the chapter, were active support by the University of Alberta, support and interest by the Dean of the Faculty of Education, the involvement of the Department of Educational Foundations, and acceptance of the need to train Native teachers by most faculty members. All of these factors overcame the small amount of resistance by a number of concerned faculty members.

It emerged from the information provided by data sources that the preparation of teachers for specific religious schools was never a top priority in the Faculty which explained the lack of enthusiasm for this adaptation during the preparation stage. There was no evidence that the Faculty sought information from outside sources, that it met with the interested bodies, or that it tried to procure extra funding; nor did it try to overcome administrative problems associated with coordination among Departments and staffing for the program. External pressures and a small number of interested people within the Faculty kept the issue alive. In the case of preparing teachers to cope with learning disabled children, various factors influenced the earlier stages of preparation such as the difference between some members of the Faculty and the people from the Association for the Learning Disabled in the way they defined learning disabled children, the research and academic traditions of the Faculty, and the need to obtain approval from various University bodies. All of these factors had a negative influence on the pace of the adaptation. The main barrier, however, was the non-availability of funds needed to establish the proposed institute for the learning disabled. This factor was under the control of a third party, the government, and neither the pressure group nor the Faculty could persuade the government to allocate the necessary funds.

There was no strong commitment by any individual in the Faculty nor did a department take responsibility in the cases of religious education and the preparation of teachers to cope with learning disabled children. On the contrary, the strong research base of the Centre for the Study of Mental Retardation negatively affected the project in the case of preparing teachers to work with learning disabled children. Cooperation between the Faculty and organizations outside the Faculty had a positive effect in the case of Project Morning Star; no such coalition was evident in the other two cases.

Financial help had an enabling effect in the case of Project Morning Star whereas in the case of preparing teachers for Catholic schools extra funding was not an issue and no financial help was sought. Financial help for the preparation of teachers for learning disabled children and for the related research institute was not available and the project had to be shelved.

Implementation. During the implementation stage definite changes in the teacher education program, in the technology associated with each adaptation, and in administration were introduced. At this stage several changes and adjustments directed towards environmental demands and internal needs took effect. For example, in the case of Project Morning Star, there were policy changes in the admission requirements, changes in the structure of the courses offered, and changes in the requirements for certification. In addition, major adjustments were called for in providing an off-campus teacher training program, and carrying out the joint administration of the project. Also, at a later stage, there were some minor adjustments to please the ATA. Various committees were established and meetings were arranged to make a number of additional changes. Several positive influences contributed to the successful implementation of the program such as the appreciation shown by various bodies, the commitment of the director and continuous financial support for the project.

On the other hand, some administrative problems emerged. A positive factor during the initial stage -- the coalition with the Native organization -- became the chief problem during this stage of implementation. There were disagreements concerning control and management. The question of "Indian Control of Indian Education" and the autonomy of the University constituted a tug-of-war. Other administrative problems faced by the Faculty were the usual ones such as role conflicts, adjustments that had to be made to courses because of the unconventional nature of the project, and problems associated with internal changes that were made. Overall, the project was regarded as a successful temporary experiment by the Faculty which had, as a by-product, the provision of possible directions for permanent educational projects to encourage Natives to pursue university education.

Several barriers to successful implementation associated with the special training for Catholic school teachers, emerged from the overview. The most significant of these was the secular stance taken by the University of Alberta. Further, the preparation of Catholic teachers was never considered important enough by Faculty administrators and never given top priority in the Faculty. This particular adaptation was not perceived to be very successful

by internal or external groups. Subsequently, in the Calendar of the Faculty, a minor in Religious and Moral Education was listed. This apparently satisfied the pressure group. In general, a positive response was made by the Faculty but it resulted in very little adaptability within and in little satisfaction of external groups.

In the case of training teachers for learning disabled children, although the Faculty had already moved through the early stages in the adaptation process, namely, awareness and preparation for change, as Mott (1972) and Cameron (1984) indicate, implementation could not be achieved. The institute for learning disabled could not be established and neither could a course be introduced within the Faculty to train teachers to cope with learning disabled children. This particular issue leaves many questions unanswered: Was the Faculty's decision correct? Was the idea of an Institute too ambitious and expensive? Were there no alternatives to introducing compulsory courses in the particular discipline? This attempt to adapt to the demands of the parent group could not be regarded as successful. The Faculty had accepted these demands and was prepared to make the changes but the desired changes could not be implemented.

Another factor that appeared from these cases is the scope and manageability of the project. For example, the issue of an institute for learning disabled children was an ambitious project whose success depended on various external factors which placed limits on the Faculty's power and control. On the other hand the manageability of programs such as Project Morning Star or the minor in Religious and Moral education led to more or less successful adaptation.

Adaptation within the Faculty

The description of these three issues reveals that the adaptation within the Faculty varied in each case. One of these may be called a successful adaptation, the other a partially successful adaptation. The success of the third is questionable because it was not implemented. The training of Native teachers was a temporary adaptation made by the Faculty and was considered as a successful venture. The project, however, required many

adjustments such as policy changes regarding admission and certification, off-site instruction, change in length of courses and in the methodology used, and joint administration. The response of the Faculty to interested religious groups was one of reluctance and of minor adjustments. Ultimately the adaptation made was political and strategic; that is, instead of introducing a training program specifically for teachers of Catholic schools the Faculty ended up in introducing a minor in "Religious and Moral Education" that satisfied the interest group, the stakeholders and the University. The project to train teachers to cope with learning disabled children and the establishment of an institute for research could not grow beyond the preparation stage in spite of the Faculty's investment of time and energy and the political efforts of the interest group. The development of this adaptation was stymied, but the proposal to establish an institute for learning disabled individuals itself reflected on the adaptive capacity of the Faculty. Overall, it may be concluded that the Faculty was at least in some measure adaptive and responsive in all the three cases.

Chapter VIII

RESPONSE OF THE FACULTY TO CHANGING NEEDS FOR TEACHERS

The Faculty of Education responded to changing needs for teachers in different areas during the decade 1974-1984. The issues, discussed in this chapter, represent three changing needs for teachers. The description of each of these issues -- meeting the shortage of vocational teachers, training teachers in a generalist route, and producing computer literate teachers -- constitute the three parts of the chapter. The first part deals with the training of more vocational education teachers. The second part describes the changes made by the Faculty to introduce a generalist elementary route and a combined major/minor for the secondary route. In the third part, the Faculty's attempts to meet the demands of society for computer literate teachers are described. The last part of the chapter presents a discussion based on these issues.

A. Preparation of Vocational Education Teachers

This part of the chapter describes the response of the Faculty of Education to the needs of school boards for more teachers of vocational education. The first section is introductory discussing the early developments associated with the need for vocational teachers in Alberta. The next section explains the external pressures on the Faculty of Education in the mid-seventies. The last section describes the response of the Faculty to these pressures and the subsequent changes made by the Faculty.

Historical Background

In December, 1960, the federal "Technical and Vocational Training Assistance Act (TVTA)" was passed. The TVTA meant shared financial support between the federal and

provincial governments to fund vocational education in secondary schools and to expand the technical education offerings at the post-secondary level in Canada. Alberta signed the federal-provincial agreement for vocational high school training. The Government of Alberta, like other provincial governments, invested millions of dollars in new school facilities and equipment. The federal government also made available large grants for vocational schools. Many school boards throughout Alberta decided to build and equip vocational high schools. By 1962-63, the Department of Education in Alberta had approved a total of eighteen new vocational high schools or new vocational education units in existing high schools. These developments created an instant demand for hundreds of industrial arts and vocational education teachers.

The then Dean of the Faculty of Education at the University of Alberta, Herbert T. Coutts, recognized this need for vocational education teachers and decided to establish a department of industrial arts and vocational education within the Faculty, in spite of considerable objections from the academic community (Patterson, 1976). The Faculty of Education at the University of Alberta took the responsibility to train teachers in vocational education under Program 7 of the TVTA agreement. In 1962, the first group of journeyman teacher-trainees entered the Faculty of Education to pursue a two-year teacher preparation program. To maintain the standards of the program, the vocational education teachers had to meet the same admission requirements as other teachers, i.e., full matriculation, and training at a technical institute. Students who had the journeyman certificate, typically obtained after four years of apprenticeship, were given credit for half a university year, that is, five three-credit courses. If a student also had work experience of five years he or she would get one year of advanced standing based on his or her industrial experience. Suitably qualified candidates were granted up to one full year of university credit on the basis of their qualifications and experience. This program was the first in Canada to require this length of time following senior matriculation. A bursary program was also set up in 1962 in an agreement between the provinces and the federal government to provide financial incentive for trainees. On the successful completion of two years of university training and with one year

of advanced standing the vocational education students were granted a provisional teaching certificate. Those wanting the B.Ed. degree had to return to the Faculty for additional courses making up the fourth year.

Pressures During the 1970s

The demand for vocational teachers grew with time because of the buoyant economy and the burgeoning oil industry in the Province. There was a growing need for people trained in a variety of vocations. In the seventies the Faculty of Education felt several thrusts from outside. The first of these followed one in the early seventies (1973-74), when the Edmonton Public School Board report of 8 March, 1974. This report titled, *Report on Vocational-Technical Teachers and Vocational-Technical Programs* documented the upcoming shortage of vocational teachers. In a letter (Dated 17 April, 1974) to James Hrabi, the then Director of the Board of Teacher Education and Certification, Eugene Torgunrud, the then Director of Curriculum, Alberta Education, elaborated on the shortage of vocational teachers as follows:

> A situation is developing in the supply of vocational/ technical teachers which, if unchecked, will severely cripple the vocation programming in secondary schools.
>
> A survey of the current situation shows that
>
> 1. in this province there are 68 vocational shops not in use.
> 2. school systems will require 130 vocational/ technical teachers for replacement in the next five years. This figure is based on anticipated retirements and normal attrition.
> 3. enrollment in the University of Alberta vocational teacher program is low. Out of 33 enroled at the University most of them are in business education. Of the 11 graduates this year only 5 are vocational/ technical.
> 4. the high wages and job opportunities for tradesmen are excellent making recruitment into teaching difficult.
> 5. the 3 years now required to qualify for a conditional certificate are scheduled to be increased to four in 1976. This would make it even more difficult to recruit potential teachers.
>
> (BTEC Meeting Minutes, 30 October, 1974).

In the letter the Curriculum Branch of the Department of Education made a recommendation that, "the schedule for phasing out the 3 year university program for preparing vocational education teachers for a Provisional Certificate be delayed until September 1, 1980."

At the meeting of 30 October, 1974, of the Board of Teacher Education and Certification, where this letter was received and discussed, it was pointed out that sixteen vocational classrooms were closed that year because of the unavailability of vocational teachers. On the other hand school interest in the vocational program was said to be holding up and even increasing. The number of schools offering vocational education continued growing dramatically after 1960 as Mathew (1983; 49) points out. By 1983, the number of schools offering a vocational education program reached fifty-two from the eighteen approved in 1962 and the University of Alberta was the only provider of vocational education teachers in the province. To meet the increasing demand, school boards hired vocational teachers from other provinces and sometimes from other countries.

The second thrust was felt during 1977-78 as Karel Puffer, the then Chairman of the Department of Industrial and Vocational Education at the Faculty of Education of the University of Alberta, confirmed. During that year a request came from the Superintendents of Schools in Calgary and through the Teacher Qualification and Service Board (TQSB) that there should be an increase in the supply of vocational education teachers. It was estimated by these groups that there would be a dramatic increase in the demand for vocational teachers in Calgary because of great numbers of vocational teachers approaching retirement in that area. They suggested that they would require approximately eighty vocational education teachers per year for the next five years. These groups directly approached the Dean of the Faculty of Education at the University of Alberta and the Chairman of the Department of Industrial and Vocational Education of the same institution, and asked them to recognize the need and provide for greater output of vocational education graduate teachers. Their views suggested that there would be an increased demand for teachers in this area in the coming few years.

In the meetings of the BTEC the concern about the shortage of vocational teachers was raised repeatedly. Other organizations like the ATA and the ASTA were also somewhat concerned about the evident shortage. In 1979, the BTEC set up a special committee to study the problems related to the supply and demand for vocational teachers. The report submitted

by the Committee revealed the reasons for the shortage of vocational teachers, one of these being that there was little financial incentive for vocational education teachers. The report (1979:5) stated:

> The combination of low income during the period of preparation, the long period (two years), and low starting salaries as compared to the increasingly higher wages paid by the industry, discouraged many potential candidates from entering the program.

The Special Committee of the BTEC also recommended to the Faculty of Education that (1979:2):

> ... that efforts be made to increase the intake of prospective students by expanding the cooperative program offered by the University of Alberta and the University of Calgary for the preparation of vocational teachers in the Calgary area.
>
> It is recommended that the Department of Industrial and Vocational Education, Faculty of Education of the University of Alberta, implement procedures enabling prospective vocational education teachers in other university centres to complete the basic program requirements.
>
> It is recommended that the B.T.E.C. recommend to the Faculty of Education of the University of Alberta, expansion of their 'on and off campus' evening credit program in vocational education ....

In overall, the province needed vocationally trained individuals to fulfill the demands of growing economic conditions. That, in turn, created a need for vocational education teachers. By the mid-seventies there still was a perceived shortage of vocational education teachers and there were constant pressures on the Faculty of Education to meet this crucial need. The Faculty of Education was also requested to consider offering a vocational education teacher program at Calgary for the southern Alberta population.

Response of the Faculty

The Faculty of Education at the University of Alberta was the only faculty in the province that prepared teachers of vocational education, therefore the issue was of prime concern. The response of the Faculty to this need was both positive and supportive.

Acceptance and support. The Faculty recognized Calgary and southern Alberta's need for more teachers of vocational education. The Dean of the Faculty was well grounded on the needs of the time and was well prepared to consider any suggestions regarding the training of vocational teachers. Explaining this situation, Worth (Personal interview, 18 January,

1985), the then Dean of the Faculty of Education at the University of Alberta, stated:

> We knew that there was a shortage of teachers in the area of vocational-technical education. The teaching force in vocational and technical education was either aging or had moved to take jobs in industry because of the buoyant economy ....
>
> I was on the Executive Committee of the BTEC where the Report on the Shortage of Vocational Teachers was referred to and discussed. Therefore we were well aware of the situation and were actually getting prepared to introduce new measures ....

The demand was readily accepted by the Faculty. R. S. Patterson (Personal interview, 14 January, 1985) believed that there were two reasons that prompted this acceptance: (1) the demand was coming from the BTEC which implied approval by the Minister of Education and prospective financial support; (2) the support of the Faculty did not mean total involvement of the Faculty but only that of the Department of Industrial and Vocational Education. Patterson (Personal interview, 14 January, 1985) revealed:

> There was such an evident pressure from the BTEC, mainly through the Department of Education that we were sure money would not be a serious issue. Moreover, this issue did not involve the whole Faculty. The Department of Industrial and Vocational Education was able to cope with it. As the Department was the only one of its kind in the Province, the concern was not much of an issue for other universities either.

Preparation. The Faculty acceded to the needs of school boards and decided to increase the supply of vocational teachers. At the same time in response to the needs of southern Alberta the Faculty of Education at the University of Alberta planned to collaborate with the University of Calgary.

Collaboration. Worth (Personal interview, 18 January, 1985) mentioned that in order to meet the needs of school boards in the Edmonton and Calgary areas, the Faculty of Education conceived a well-planned move to save extra expenditures by the province and additional efforts by the University by recommending a collaborative venture. He indicated:

> Karel Puffer (then Chairman of the Department of Industrial and Vocational Education) and I worked with the people in Calgary to see whether they would like to develop a cooperative program with us because it meant that there would not need to be a new department of Industrial and Vocational Education either in Calgary or Lethbridge. What the Faculty of Education at the University of Alberta was doing was taking responsibility for meeting a concern jointly identified by people in the universities, in government and in the field.

Patterson (Personal interview, 14 January, 1985) indicated:

> In part, the decision to provide that program at the Calgary location was more directly related to the demand for vocational teachers in Calgary rather than just to have more vocational teachers. Probably both pressures came together to effect this development ....

Bursary. The financial requirements for this program were different from those for any other new program or from any addition to an existing program. The need to attract qualified persons to the teacher training program in vocational education called for financial incentives. After 1970 the federal government had withdrawn its financial support for bursaries and school boards did not wish to or were unable to continue providing bursaries on their own. The Special Committee of the BTEC (1979) had observed that by 1973 the number of new bursaries awarded had dropped to seven. Although Alberta's bursary regulations were revised in 1975 and again in 1979 and the size of bursary was increased substantially, still bursaries provided by the provincial government were not sufficient to attract students to the program. The Faculty had its own limitations, it could not stretch its budget to accommodate the effort to increase the supply of vocational teachers. Puffer (Personal interview, 12 November, 1985) commented that "the program needed the support of government in order that we could attract prospective students. Remember, at this time the economy was booming and few journeymen really wanted to teach for low salaries compared to those in industry."

Since the proposal came through the BTEC, the Faculty decided to approach the government through that channel for additional funding. Worth (Personal interview, 18 January, 1985) indicated that, on the recommendation of the Executive Committee, the Board agreed to draw to the attention of the Alberta Education Minister to the need for a special provision for the training of more vocational education teachers. At that point the Faculty was required to submit a proposal to government explaining its financial needs. In this proposal the establishment of a special program for vocational education teachers at the University of Calgary campus was also put forward by the Faculty. Worth (Personal interview, 18 January, 1985) recalled:

> So we developed a proposal that had two components to it. One was the extension of the existing bursary provisions to provide incentives for people working in industry to leave their jobs and come into the program. It was also suggested in the proposal that the bursary should be substantial.
>
> The other component was that we would establish, both at Edmonton and at Calgary, a special program that would run over fourteen continuous months and would be equivalent to two years of university education. Special provisions would be made for tradesmen and they would be allowed to teach after fourteen months ....

The proposal, which was tabled with the BTEC, needed the approval of the Alberta Department of Advanced Education for the bursary component and of the Alberta Department of Education for the program and associated certification. The Faculty enjoyed strong support from most of the stakeholder organizations, as was apparent at the meetings of the BTEC. Therefore, there was no problem in obtaining financial help from the government. The proposal was accepted. J. Hrabi (Personal interview, 30 May, 1985) from the Provincial Department of Education recalled that "the Faculty of Education at the University of Alberta was very prompt to respond, and there was a quick agreement between government and the Faculty regarding the bursaries and the program for training vocational teachers."

A compressed program of fourteen months was introduced both in Calgary and in Edmonton by the summer of 1981 and an increased bursary of $20,000 for the fourteen months was agreed upon by the provincial government.

Implementation. There was a rather immediate surge of interest by people who wanted to take advantage of the relatively short program with the added attraction of a bursary.

The introduction of the new program created extra administrative tasks for the Faculty. Worth (Personal interview, 18 January, 1985) revealed:

> Operationalizing the program was the real problem. In the initial stage the availability of bursaries was in doubt. Then we had to put into place the procedures for advertising the program and for sorting out eligible candidates to be interviewed from the many initial applicants. Interviewing the the candidates was an added responsibility for us.

The organization of the program at Calgary demanded minor administrative adjustments. One of the staff members from the Faculty of Education at the University of Alberta was assigned to offer specialization courses at the University of Calgary and to

arrange for the practicum for the vocational education program in the Calgary area. Major administrative responsibilities for the program were borne by this member. Students entering into the Calgary program were enrolled as University of Alberta students. These students were required to have one year of advanced standing, that is, they had to possess proper trade certification and sufficient work experience. The second and third year course requirements were scheduled over a fourteen month period. The "compressed" schedule program involved a thirteen week practicum, divided into three separate phases -- one week observation, four weeks of student teaching, and eight weeks of student teaching experience. Students entering in the Summer of 1981 were eligible for teacher certification by September of 1982. For the completion of the B. Ed. degree, the students of the "compressed" program could study in summer sessions or in Evening Credit programs while employed as teachers.

Course instruction for the "compressed" program at Calgary was handled jointly by the two Faculties. The practicum was a joint effort between the Department of Industrial and Vocational Education of the University of Alberta and the practicum office of the Faculty of Education at the University of Calgary. Furthermore, the University of Calgary took the responsibility for regular courses in the areas of Educational Psychology, Educational Foundations and other core courses. Vocational courses were taught by faculty members of the University of Alberta.

The University of Calgary offered its support services, provided space and secretarial help. Some of the students, admitted as non-matriculated adults, were also interviewed and tested by Student Counselling Services at the University of Calgary. Student records were kept at both campuses. Fees were paid to the fees officer at the University of Calgary, then those fees were split. The University of Calgary retained a portion of the fees and forwarded the remainder to the University of Alberta.

In the first year, twenty-five students were enrolled in the new vocational education program at the University of Calgary, and approximately thirty students were enrolled in the second year. At the same time, a "compressed" program was also being offered at the University of Alberta, extending over the same period of time. A parallel second route in

Edmonton was the standard program for preparing vocational education teachers.

Changing economic conditions in the province led the Faculty administrators and the Department of Industrial and Vocational Education to decide not to carry the compressed program any further. After two intakes in Calgary and Edmonton the program was terminated. W. H. Worth (Personal interview, 18 January, 1985) commented that:

> When the second group of students was graduating the bottom started to fall out in the construction industry. There were increasing numbers of people in industry who wanted to come into teaching so there was actually no need to have a special program in place.

Karel Puffer (Personal interview, 12 November, 1985) agreed with Worth and perceived that the changing times had another repercussion. He stated "the only problem with this output of teachers was that the economic conditions changed and teachers who were supposed to retire or return to industry in Calgary did not retire. So we felt that we had produced a surplus of teachers because of this change in employment opportunities ...."

In general, the introduction of a compressed schedule program and the Faculty's efforts to increase the supply of vocational education teachers were considered successful in the opinion of Eugene Ratsoy (1984:91), the evaluator of the compressed program at Calgary. The report states, "In the opinion of the evaluator, the program achieved the expectations set for it. In a word, it was a successful venture." The weaknesses of the program mentioned in the report were the inaccurate needs assessment that resulted in too many students in some areas, the short lead time provided for the program, the large number of students in classrooms, stress for students, some administrative problems, and shortage of staff. On the other hand, the report provided the positive outcomes of the program:

> First, at the provincial level, the program was seen as helping break down institutional elitism between the two cooperating universities and to allow for a more complete fulfilment of a mandate to prepare vocational and industrial teachers for the entire province, while increasing the awareness for vocational education in the province. Second, school systems in the southern part of the province were seen as particular beneficiaries of the program in having a great supply of vocational teachers, more information about potential recruits in vocational education.... Third, the Faculty of Education at the University of Alberta and its Department of Industrial and Vocational Education were viewed by respondents as having benefited from their involvement, the former mainly in the strengthened linkages with the University of Calgary Faculty, and the latter mainly in the increased visibility at the provincial level. Fourth, the Faculty of Education at the University of Calgary ... benefited from its participation ....

Thus, "strengths of the program outnumbered and outweighed the weaknesses" (Ratsoy, 1984:91) and the compressed program at Calgary could be regarded as a success. Worth (Personal interview, 18 January, 1985) perceived that the compressed programs offered by the Faculty of Education at the two centres, Calgary and Edmonton, were successful. He stated:

> We demonstrated our capacity to respond to a crucial need in our external environment. This required special courses, special staffing, and special scheduling and for this unusual arrangements had to be made. This program, in my opinion highlighted the adaptability of the Faculty. It involved policy modification and creative program reorganization.

The ATA representative N. P. Hrynyk (Personal interview, 4 June, 1985) also appreciated the prompt adjustments made by the Faculty of Education to increase the supply of vocational education teachers. He remarked:

> The Faculty showed extreme readiness to accommodate to both the needs of the community by producing more vocational education teachers and to the requirements of the profession by maintaining standards. The program offered did not undermine the standard. The Faculty was flexible and ready to cooperate with government.

The success of this program and the need to respond to another external requirement led the Department of Industrial and Vocational Education to introduce an outreach program for instructors of adults in post-secondary institutions. The program was instituted on an experimental basis in 1984, and offered a sequence of Education courses at eight centres (SAIT, AVC Grouard, Grand Prairie Regional College, Fairview College, Red Deer College, Olds College, CVC Slave Lake, Ft. McMurray College) throughout Alberta. Karel Puffer (Personal interview, 12 November, 1985) elaborated:

> Although this program takes more than four academic years to complete, through outreach offerings we have accommodated the educational needs of instructors in post-secondary institutions who otherwise had no opportunity to get a diploma or degree in Education. This program was predicated upon the pressure and survey of needs of colleges and institutes of technology outside the cities of Calgary and Edmonton. We have quite a few students in the outreach program who have degrees other than B. Ed. and now they are taking a Diploma in Adult Education in outreach to improve their competence as instructors.

The program is divided into four components or parts. As the program is generally for students who have the certification of a tradesman and nine years of experience in the trade, they get one year of advance standing towards the degree. Then they pursue what the

Faculty offers them in the Centre (which includes courses in Vocational education as well as in Educational Psychology, and Educational Media as well as a few other courses). The students are requested to take one year in an institution other than the University of Alberta; and finally, they are required to come to the University of Alberta for a year. Certain adjustments have been made to implement the program. For example, the shortage of professors has led to the establishment of self-study packages and teleconferencing tutorials. Professors visit each centre four times a year. Thus, with these accommodative changes the Faculty has been helping people living outside the cities of Calgary and Edmonton to pursue a vocational teacher education program.

B. Introducing a Generalist Elementary Route and a Major/Minor in the Secondary Route

This part of the chapter describes the introduction in the seventies of the generalist elementary route and the major/minor for prospective secondary school teachers by the Faculty of Education to create better job opportunities for Faculty graduates. This adaptation was made in response to the needs of school boards who wanted to hire teachers with broadly based training in various subject areas. This part of the chapter is divided into two sections, namely, the initiation and the response of the Faculty (including the two phases of preparation, and modifications).

Initiation

Until the early 1970s, the teacher education program at the Faculty of Education was set up with the expectation that students in the elementary route would select one area of concentration. Similarly, students preparing for secondary school teaching had to specialize only in one major subject area. By the mid-seventies, administrators at the Faculty felt a shift in the requirements of school boards and realized that the graduates of the Faculty of Education were having difficulty in obtaining teaching positions, especially in the Edmonton area. Unemployment was increasing among Faculty graduates because the major school

jurisdictions were not prepared to hire secondary school teachers able to teach in one subject area only. Most of secondary route graduates were even prepared to teach in elementary or junior high schools due to the unemployment situation. Similarly, at the elementary level, falling enrollments and shrinking schools prompted school systems to hire teachers who could teach classes having double grades. It was well realized by graduates seeking jobs, that it would be better if they were competent in two or three subject areas. These faculty graduates provided major input that prompted the Faculty of Education to consider changes in the offered B. Ed. program. W. H. Worth (Personal interview, 19 December, 1984) recalled that:

> The Faculty of Education was getting feedback from its graduates and from school systems about elementary teachers who they claimed were incapable of teaching a number of the subjects included in the elementary curriculum. For example, it was reported that one superintendent was astonished to learn that somebody could come out of the teacher preparation program and not have taken a course in the teaching of reading. Such a situation was entirely possible given the nature of the program.

Patterson (Personal interview, 3 January, 1985) observed that the roots of this issue could be traced to the introduction of the extended practicum. He stated that the people in the "field" agencies were concerned and desired that students graduating from the Faculty should have a high level of skill development so they could "more easily and directly step into classrooms and take teaching responsibilities." Gordon McIntosh (Personal interview, 16 October, 1984) confirmed by stating that, "A very strong emphasis was coming from outside to develop teaching skills among student teachers.... I recall that a high level of teaching skills were demanded by the ATA which later reflected in the report of USRC of the Faculty."

The Faculty of Education decided to review its B.Ed. program. During that period of revision once again it emerged that training of generalists would be more appreciated by the "field." W. D. Wilde (Personal interview, 2 June, 1986), Chairman of the Department of Elementary Education, recalled:

> There were lots of reasons.... The number one (reason) was that we were revamping the Faculty's main decision to review the B. Ed. program. As a part of the Faculty, the Department of Elementary Education decided to learn what the people in the field wanted and it appeared that they wanted generalists .... Had the

Faculty not decided to review the B.Ed. program the generalist elementary route would not have been implemented.

Preparation

These reports prompted the Faculty to start collecting systematic feedback from the field and to solicit the views of the people particularly in the Edmonton Public and the Edmonton Catholic school systems. The Faculty had already started having annual meetings that involved senior administrative staff of these two school jurisdictions and Department Chairmen of the Faculty. This was one of the strategies used to get more information from the field. It became clear from the perspective of these two jurisdictions that the Faculty would really be doing a service to school systems in the province and to its own graduates if it prepared elementary teachers by means of a generalist route and if the secondary teachers had at least one "minor" along with their "major."

The Faculty's Undergraduate Studies Review Committee (USRC), parallel in time, was receiving reports of a similar nature from the field, which provided reinforcement. The USRC Report recommended a generalist route for the preparation of elementary school teachers and suggested that the secondary school teachers should have preparation with more than one teaching subject concentration. Furthermore, the views from various parts of the Faculty became the major vehicle for focussing attention on the need for change and for bringing these needed changes to the level of decision-making.

Patterson, the then Associate Dean of Faculty, (Personal interview, 3 January, 1985) played an important role in gathering information and getting feed back from external bodies. Patterson (Personal interview, 3 January, 1985) indicated:

> The interest in the Generalist Elementary Route became apparent in the general program revision that we started in the Faculty in 1976. The assignment that I had as an Associate Dean was to provide leadership in the Faculty to this revision. We attempted to find out what people wanted to see changed or introduced in our undergraduate teacher education program. We reached two kinds of conclusions. One, related to the secondary program, was that we needed to offer one major and one minor or two majors in the area of secondary education so teachers would be able to teach more than one subject competently. The other related to the preparation of teachers for the elementary level. The concern that teachers trained for the elementary level should be able to teach most of the subjects offered in the elementary schools helped promote the idea of a generalist program.

> One of the ways we came to these conclusions was that I interviewed and interacted with a number of different groups. I remember going to the Alberta School Trustees' Education Council, meeting with them to hear their points of view about our graduates and the kinds of teachers they wanted in the school system. I can also remember meeting with some of the hiring authorities at the local school jurisdictions, for instance, the Superintendent and some of his assistants from Edmonton Public, Edmonton Separate, Strathcona County, Sherwood Park and St. Albert. I tried to find out from them what experience they had with our recent graduates and what they thought was missing in the qualifications of our graduates. I also met with people from the ATA and the Department of Education. In short, I tried to sample quite widely from different interest groups and from people who had experience with teachers in the field and who could offer some constructive input to our revision program activities.
>
> Generally, the message across all of the groups was that the elementary teachers had to be prepared as generalists who could deal effectively in various subject areas.

This information influenced the report prepared by the Undergraduate Studies Review Committee. The Committee also received similar information from other sources. The Report (1977:6) mentions:

> ... the USRC received inputs from many sources which encouraged the Faculty ... to prepare secondary teachers with more than one teaching subject concentration, and elementary teachers with a better foundation in all teaching subject areas.

The report was eventually tabled with the Faculty of Education Council. The Faculty was generally supportive of introducing a "Minor" with the "Major" in the Secondary route although there was some disagreement over adopting a generalist route for elementary teachers. There were some concerns regarding the lowering of the academic standards in the teacher education program. Several faculty members thought that the existing program with its emphasis on a few special subjects like arithmetic or music, for which students require more sophisticated and in-depth knowledge, was more appropriate. In addition, there was a concern within the Faculty that the Department of Elementary Education was already too heavily loaded to bear the extra burden of training students as generalists. The Department of Elementary Education, many felt, had too many courses in the total program.

In 1978 the Faculty's Committee on Basic Skills and Knowledge studied further the recommendations of the USRC Report. This Committee also recognized that enough emphasis should be placed on "the generally recognized identifiable skills common to the majority of teaching situations irrespective of clientele, subject matter or grade placement."

The report submitted by the Committee also indicated that:

> While beginning teachers need to be equipped with a modicum of basic skills, they also need to have experiences in which they are able to relate and study the utilization of these skills in specific contexts, subject areas and pupils of differing abilities.
>
> (CBSK Report, Appendix III, P.1).

The Departments of Secondary and Elementary Education were prepared to make the necessary effort and started developing proposals to implement the changes by above-mentioned reports. Most of the responsibility then shifted to the concerned departments which were left to decide how minor courses would be introduced with major courses and how the generalist program would be provided for. The Department of Elementary Education came up with a proposal of "module" to cover eight subject areas. Two of these were required for the undergraduate program. With each "module," as a part of the generalist preparation, the Department of Elementary Education also introduced the concept of basic requirements, referred to as "elements." "Elements" meant the course background of students taken in the other faculties of the University. The Department of Elementary Education proposed that the requirements for the generalist route should ensure that students covered at least seven different kinds of subject groupings and at least one course in each grouping should be taken outside the Faculty. This meant that there was a definite outside contribution to the generalist program of the Faculty.

The "modules" were eventually approved but those were considered costly and labor intensive. The "modules" required four instructors to offer 9 credits instead of 12 and the enrollment was restricted in those classes.

Implementation. The idea of a generalist elementary education was accepted in the Spring of 1977 but because of numerous difficulties the new program took some time before its implementation. The process of implementing the change in the Department of Secondary Education was comparatively smoother because it was relatively straightforward to identify a major and a minor. The Department of Secondary Education formalized the development of minors in all thirteen subject areas. Four non-subject specializations were also developed. The staffing, however, was a problem so initially the minors were not made compulsory for

the students.

At the elementary level introducing a generalist program proved to be challenging. A conflict developed within the Department amongst various subject area groups demanding a major part of the program. Eventually, each of them were given equal time and each of them were given less time than they had before. According to Worth (Personal interview, 19 December, 1985) " the staff in the Department of Elementary Education could not accept the notion of a generalist route philosophically at the early stage. Later, in terms of their own areas, they always had difficulties in compromising." However, in the Fall of 1979, the generalist elementary route was introduced with the broad goal "to prepare subject generalists who can teach all children normally found in elementary school classrooms K-6."

These adaptations were made by the Faculty on its own initiative, and in spite of some internal disagreements were implemented successfully. According to W. Wilde, the Chairman of the Department of Elementary Education, any change took time to get established but once the routine had been established and people understood their role, the adaptation was complete. However, he recognized that there has been a continuous disagreement within the Faculty. Worth (Personal interview, 19 December, 1984) indicated:

> Even to this day there are people in the Department (Elementary) who feel that the program is not good enough because the students get only two hours of instruction, say, in Mathematics or in Reading, when they should have much much more.
>
> .... I think that generalist specialist conflict will always be with us. This is something which people in teacher education have debated for years and will continue to debate for years to come.

Patterson (Personal interview, 3 January, 1985) agreed:

> At one stage the question or debate was not whether the generalist expectation was appropriate, it was more asking the question-- Have we developed the best way of preparing generalist teachers? That was an issue at that time and I think that still is a matter of considerable discussion in the Faculty.

Moreover, the generalist program ended up with too many courses and it appeared that there were more to come. The demand for more courses appeared to be insatiable. For example, since the generalist program had been introduced, the Alberta Department of Education came up with a formal curriculum in Health and Drama, both not provided for in the Elementary Generalist Route. The Faculty would have to do further revision to

accommodate these areas. The adaptation in this particular case appeared to be a continuous one.

C. The Preparation of Computer Literate Teachers

The third part of this chapter describes the efforts of the Faculty of Education to keep pace and adapt to the growing interest of parents, teachers, students and government in the area of computer literacy. This part of the chapter is divided into three sections. The first section deals with the history and initiation of computer assisted instruction within the Faculty. The second section describes the increased external pressures felt by the Faculty to train computer literate teachers. The final section presents the Faculty's attempts to cope with those pressures.

Initiation

This century is marked with technological developments, and new dimensions of knowledge have been knocking on the doors of educational institutions. One dimension of contemporary knowledge is related to computers. The responses to these developments by the Faculty of Education were quite timely. The Faculty, fully aware of the technological changes, with foresight began to incorporate computers in its instructional programs for teachers. This response was not a reaction to the demands of any particular external body but rather was grounded in the needs of the changing times. Later, however, forces outside the Faculty picked up momentum and the speed with which this happened took the Faculty of Education "off-base." The Faculty was aware of the rapid technological changes occurring all around it and wanted to keep pace with it but this was not a simple task. However, this section of the chapter clearly shows that the Faculty had been aware of the need of the time and had already introduced some changes.

In the sixties, the Faculty of Education at the University of Alberta had a reputation for its leadership in Computer Assisted Instruction. The Faculty, through its Division of

Educational Research Services, was regarded as a pioneer in the usage of computer technology for educational and research purposes. It was mentioned in the *Edmonton Journal* of October 3, 1967, by Dona Harvey that, "This will be the first time that computers will be used in a University Faculty of Education...." Worth (Personal interview, 18 January, 1985) stated:

> I think that the early impetus for applying computers in education in Alberta came out of the efforts from within this Faculty. We undertook a leadership role in computer applications long before there was much concern in the schools about computer literacy.

Patterson (Personal interview, 24 January, 1985) also believed that the Faculty was responsible for introducing computers in the area of teacher education. He recalled:

> It goes back to the early efforts of Dr. Hunka. His success in gaining IBM 1500 computer and using it to develop computer assisted instruction for courses in the Faculty of Education and in the University was critical in establishing our Faculty's place in the forefront of developments in CAI.

By then, schools had started using more computers for various purposes and the Faculty assisted the schools and monitored the changes. Hunka, the Coordinator of the Division of Educational Research, reported in the Faculty of Education Council meeting on June 30th, 1974 that:

> Continued growth in the use of computer-assisted instruction facilities was noted in 1973-74. In particular, there was an increased use of the system for large courses .... The CAI system continues to be used by the Edmonton Public School system for their gifted student program and for demonstrations.
>
> Major improvements were made to computer programs to more meaningfully analyze student performance data generated by the CAI system. These programs which are operational on the University's scientific computer form the basis for instructors improving their CAI instruction.

Individual efforts within the Faculty. By the 1970s the popularity of computers was overwhelming. There were demands from parents, teachers, students, community organizations and from the government to integrate computers in the school systems. People within the Faculty also felt the thrust of the movement. In addition to the specialized activities of the DERS, a need to provide training to student teachers in computer instruction was felt by faculty members. A professor in the Department of Industrial and Vocational Education, M. Petruk, recognized the signs of the time and tried to introduce a few courses in computer assisted instruction for student teachers. Worth (Personal interview, 18 January, 1985) recounted:

> The next big push occurred in the mid and late-seventies when microcomputers began to be known to people. Persons like Dr. Petruk, in the Department of Industrial and Vocational Education, started to promote the use of microcomputers .... He persuaded his Department Chairman to let him use a project number to offer a course on micros in education to interested teachers and administrators. So we started with one section of that course then added another section to it in another term and it started to snowball. There were many workshops on the topic as well.
>
> .... In addition to internal changes Dr. Petruk started to go into the field. That stirred a lot of interest.... Furthermore, Dr. Petruk encouraged people to write to his Department Chairman and to me, and to the Minister of Education to introduce more courses in this area. As a consequence we soon were getting three and four letters per week from school superintendents, or from groups of teachers, or from an ATA local stating that they would like us to offer courses in microcomputers.

Petruk was also successful in gaining a number of donations of microcomputers. These microcomputers came about the same time that the University acquired new computers in the Division of Educational Research Services. The enrichment of the Faculty through these additions and the donation of microcomputers brought a steering effect on the activities of the Faculty. Thus, the enthusiam of a small number of faculty members was well matched by the support of a few bodies. The Dean's Advisory Committee (24 October, 1984) observed that:

> Initiatives in relating computers to instruction taken within the Faculty of Education during this period of mounting interest and growth have been the results of the efforts of a small number of individuals acting on their belief in the future of computers in education.

Thus, this particular issue had a unique beginning. Seeded inside the Faculty, computer education needed nourishment from outside to grow. The Faculty reached out to get external bodies interested.

External Pressures

Once the outside interests started growing there was no way to control them. After the initial stage, both outside pressures and the Faculty's attempts to respond to the need of the time, moved side by side. Sometimes these activities of the Faculty were not even in response to external demands because the Faculty was trying to adapt in its own way while the outside pressure was mounting.

Interest of the Alberta Department of Education. The major push came when the government became interested in computers. By 1978, the Alberta Department of Education was taking microcomputers quite seriously. A series of studies under the heading of "Education Technology Studies" was funded by the provincial Department of Education. The Department of Education subscribed to a large number of related journals and arranged demonstrations on the use of microcomputers. The activities of the Department of Education, as Thiessen (1982:9) explains, included:

> Informal and formal contacts with school personnel throughout the Province, as well as in the rest of Canada and numerous sites in the United States were established and maintained. A considerable number of site visits were made, both within Alberta and in the United States, by the Minister, administrators, classroom teachers, and officials from the Department ....
>
> The purpose of all these activities was to ascertain as clearly as possible the direction being taken by others within the field of education, by the high technology manufacturers and educators.

The views of the Minister of Education. Through the New Release #30, on 23 October, 1981 the views of the Minister of Education on computers and their application in the schools of Alberta became known. The report in the News Release stated as follows:

> The Honourable David King, Minister of Education, says he hopes the number of microcomputers in Alberta Schools will triple in the next 18 months. . .
>
> Speaking to the Alberta Society for Computers in Education, at the Electronic Education Exposition '81, King said the projected increase reflects the realization by Alberta Education of the vital and expanding role of computer-assisted instruction and other computer applications.
>
> 'As a teaching tool and a communications tool, computers, when properly used will aid teachers and free them to spend more time with individual students,' says Mr. King ....
>
> 'An agreement has been negotiated with Bell & Howell ... With this agreement we wish to establish a benchmark that, by price advantage, will encourage boards to invest in computers. However, we are not imposing this decision on local jurisdictions .... '

With these statements, the Minister announced that Alberta would introduce computer literacy into the curriculum at the elementary, junior high and senior high level and that pilot testing of a computer literacy curriculum would begin in September, 1982. He also stated that "there must be adequate and appropriate teacher preparation and inservice activities."

Popularity of microcomputers. With the increased interest of the government and with money and computers available to the schools, computer education in the school system started moving along very rapidly. There were many excited and interested people in the

schools. The ATA and ASTA were also supportive of the introduction of computers in the schools of Alberta. Other professional educational agencies such as the Alberta Educational Communications Authority, the Alberta Society for Computers in Education and the Alberta Teachers' Association Computer Council were also interested in mass computer literacy. This phenomenon was aided by the development of portable and inexpensive microcomputers. The access to computing was not limited to institutions with resourses. Alberta Education also tried to provide computer facilities within the schools and by June, 1982, approximately 60 percent of Alberta's schools had access to at least one microcomputer for the 1982-83 school year. All these activities made the shortage of trained teachers in the sphere more apparent.

Explaining the position of the school boards, Patterson (Personal interview, 24 January, 1985) reported:

> We had a letter from the Calgary School Board that stated it is their hiring policy now that their candidates have computing literacy skills. So this sort of external pressure has become more widespread ... such that the Faculty cannot assure that our graduates will be adequately equipped.

The Minister of Education's task force on computers in schools. In June, 1983, the Report of the Minister's Task Force on Computers in Schools was published. This Report recommended that "by 1985 all students in Alberta schools shall have regular access to a computer learning station." The Report contained specific recommendations for teacher training, as follows:

> That all students graduating from the Faculties of Education of Alberta's universities after July, 1986, be required to have completed a computer literacy course.
>
> That the Board of Teacher Education and Certification prescribe the successful completion of a one semester computer literacy course as one of the prerequisites for graduation from an undergraduate program in a Faculty of Education in Alberta.
>
> That the Board of Teacher Education and Certification establish the successful completion of a standard, 40 hour computer literacy course as a requirement for the certification of teachers coming into Alberta.
>
> That the Faculties of Education in Alberta's universities offer major and minor specializations in educational computing.

With these recommendations the government envisioned that in five years time "all students graduating from Alberta schools will be computer literate and all teachers graduating from the Faculties of Education of Alberta universities will be computer literate ...."

Faculty Position

One major factor that hampered computer literacy programs in the province was a lack of qualified personnel to conduct them. Even after in-service training the teachers often felt not qualified to teach computer literacy topics to their students. It was essential that teachers receive proper training to become competent and confident teachers of computer literacy and that Faculties of Education in the province be responsible for providing such training in their pre-service programs. As mentioned earlier, the Faculty of Education at the University of Alberta was already in the field but now, with the emergence of computers throughout society the Faculty had to speed up the changes.

Similarly, Gordon McIntosh (Personal interview, 16 October, 1984) observed:

> When I became a member of CCPRA in 1978 and later in 1981 when I was Associate Dean I felt that the most important issue that emerged, was the interest in microcomputers and computer technology. By that time, the movement was stimulated largely outside the Faculty. The Faculty had provided the leadership earlier and had helped the provincial government to take a position on computer technology in schools. But as the government established a high priority to computer technology, it appeared that the interest of the people in the Faculty, who were major figures for movements, was narrow and limited to the Faculty. The more wide interest in this technology did not begin to have any impact on Faculty until the provincial government took its position on this. And then, very quickly, schools were demanding teachers who had the knowledge.

Furthermore, it was more or less a challenge for the Faculty to have private institutions take interest in providing computer literacy. Patterson (Personal interview, 24 January, 1985) indicated:

> With other institutions and private enterprise taking an interest in computer literacy, the University could not avoid action in this area. If it did fail to act, it would be so sadly outdistanced and other agencies would provide the service.

Ad-hoc Committee on Computing Needs. In 1979, the Dean of the Faculty of Education at the University of Alberta established a Faculty ad hoc Committee on Computing Needs to advise him on matters related to current and future computing needs of the Faculty. After a considerable amount of research had been done the ad hoc Committee submitted its report to the Faculty of Education Council on October 8th, 1980. This report drew attention to the increasing influence of computers and recommended that, "teacher education should include experiences that will provide appropriate preparation to the teachers of these

students."

Regarding external changes the Committee reported that:

> ... Significant progress is made in introducing the use of computers for instructional functions in many school jurisdictions in Canada, the United States and Europe. In Alberta the Department of Education has indicated that a number of curriculum areas and school administrative services are being altered to include computer applications. For example, as many as 6,000 microcomputers could be in use in Alberta schools within three years.

The Committee had a twofold purpose; one, to gather information, and two, to advise the Faculty on desirable changes and adjustments. On the second issue the Committee recommended:

> . . . While the Faculty already has provided leadership in computers in education, ... the accelerating pace of change demands that even more be done in the future ....The rapid and significant growth of computer technology and applications, with their attendant impact on all members of society, especially the young, points out the need for school curricula and methods to reflect these developments. Correspondingly, ... the Faculty of Education must adequately prepare students for effective utilization of computers through its basic teacher education program, as well as through its continuing education and graduate level activities .....
>
> It is difficult to foresee and to anticipate the long-range computing needs of the Faculty. While it is apparent that such needs are likely to grow in the immediate future, the response to these needs should be examined on a continuing basis and related to changes in school and university policy, advances in technology, changes in teacher education approaches and available expertise in the Faculty.

The Faculty of Education received donations from microcomputer manufactureres in 1980, which were generously matched by the Alberta Advanced Education Endowment Fund. As a result, a Microcomputer Laboratory was established in 1981 to be used by the students of computer related courses such as Ed. Ind. 496/587, Ed. Psych. 478/481, Ed. Bus. 355, Ed. C. I. 565 and Ed. Admin. 506. On September 24, 1981, the Dean's Advisory Committee suggested that most of the departments within the Faculty were showing interest in the application of computers in education and it was advisable to establish a "rationalized guide on computer courses" to coordinate the efforts of the Faculty in the area.

All of this applied very strong pressure on the Faculty to introduce teacher education courses and experiences in computer-assisted instruction. In an attempt to respond to the demands the Faculty established a permanent committee called the Computing Needs Committee to look at the matters of computing within the Faculty. Patterson (Personal interview, 24 January, 1985) recounted:

> In the summer of 1983, when I became the Dean there was a major report which came forward from the Computing Needs Committee which was chaired by Dr. Romaniuk. The timing of that Report more or less coincided with the major Task Force Report of the Government (again under the chairmanship of Dr. Romaniuk). The Task Force Report recommended some sweeping changes in computer application in schools. They were targeting at that time for one computer in the school for every eight children. We felt the pressure of these recommendations in our Faculty.

After the statement of the Alberta Minister of Education and the Report of the Task Force on Computers in Schools the position of the Faculty became more vulnerable. The Minister of Education strongly supported the issue and believed that there should be a massive number of computers in the schools of Alberta and that all children should be computer literate. The amount of pressure was high and the catch-up period for the Faculty of Education was bound to become lengthy. The Faculty of Education Computing Needs Committee recognized the crisis and mentioned in its report as follows:

> The implications of the Minister's announcement for the Faculty of Education and the University are enormous. It creates immediate requirements for the training of teachers and the support of research at the graduate level. The implications are important at all levels of teacher training and in almost all subject matter areas taught in the schools. If the Faculty of Education is to fulfill its mandate of exercising a leadership role in education, it must respond to these needs and take major initiatives ....
>
> This demand from the field, coupled with the rapid evolution of computing which is increasing both in scale and complexity, greatly exceeds the current levels of staffing and resources of the Faculty.

At that vulnerable stage the Faculty decided to have broader discussions on the matter of computers in education. Patterson (Personal interview, 24 January, 1985) said, "I asked the Faculty Executive Committee to look at the recommendations of both reports and to prepare a series of motions that could come before the Faculty Council so that we could eventually establish a clear statement of policy." The Dean was cautious about two things. First, he did not want to create a separate center for computers; secondly, he also wanted to avoid creating a group of Faculty members who would be regarded as computer experts. The Dean, in a sense, wanted to capture the involvement of a large number of faculty members and wanted to make computer literacy much more central to the on-going activity of the Faculty.

Modifications. The Faculty Council eventually decided to approve a set of proposed motions and "reinforced the steps that had already been taken," according to Patterson. Courses on computer literacy are not excusively taught in one Department. There are courses in Vocational Education and Industrial Arts, in the Departments of Secondary and Elementary Education, and in the Departments of Educational Psychology and Educational Administraion. Computer Literacy also forms a part of a practicum course. So this area is developing Faculty wide, as Dean Patterson wanted it to be. He (Personal interview, 24 January, 1985) indicated:

> This interest did not develop as an exclusive department item. If it had it would have been easier to say that this department would provide the leadership in the field. We are trying to make it a Faculty task so we have to find a way to involve all the interested persons in all departments.

There were other activities that accompanied the above-mentioned activities for example there were proposals for a minor and for a Diploma in computers. But all developmental activities related to computer literacy of teachers were affected by various factors.

Factors that influenced the implementation. Various internal and external factors, revealed in interviews and discussions with the people within the Faculty, provide insights about why the Faculty could not keep pace with external pressures and expectations. S. M. Hunka, the Director of the Division of Educational Research Services, (Personal interview, 15 April, 1985) summarized the plight of the Faculty in the following words:

> The reasons leading to the Faculty's inability to cope with this particular demand are various and at all levels ....The most important is the lack of money, then there are problems of staffing, non-mobility of staff, lack of expertise, inertia among Faculty members, and above all, at all administrative levels, I feel, there was lack of foresight. They somehow disregarded the importance of the issue. They made a few adjustments here and there and kept on postponing the major issue. The administrators were reactionary not visionary.

S. M. Hunka suggested that the Faculty was "defensive," "constraining," "not risk-taking," "not proactive" and as a "not growing" place where computer literacy could not develop as it should have done. To some extent the administrators of the Faculty may be responsible for the slow adaptation but there were other reasons as well, as N. P. Hrynyk (Personal interview, 4 June, 1985) from the ATA observed:

> Regarding computer literacy there is considerable sympathy within the Faculty but I think that the Faculty has some internal problems in implementing such as availability of finances for equipment or lack of permanent qualified staff. I think the Faculty needs in-service education just like teachers and these things do not happen simply or easily.

The speed of change. Both the speed of change and amount of pressure coming from the outside forced the Faculty to speed up the changes which was not very feasible. E. W. Romaniuk, a professor in the Department of Educational Psychology and Chairman of the Faculty's Computing Needs Committee observed in a personal interview (12 April, 1985):

> It is something which has happened very rapidly. In the school systems, for example, everybody is caught by it. Computers are the things the school boys are asking for, parents are curious about, the government is eager to introduce. Everybody moved so rapidly in this province that we were unable to cope or to keep pace.

S. M. Hunka also confirmed stating, "the field has moved so rapidly that it is beyond the Faculty's ability to impact."

This speed of change has also made the Faculty cautious. It has created a dilemma for the Faculty -- how much change should be brought in to cope with the present situation and how much training in the skill should be offered that would meet the future demands of society, but would not bring the disillusionment for faculty students. Patterson (Personal interview, 24 January, 1985) commented as follows:

> I suspect what is going to happen is that we are going to get a group of students in our school system who will have the basic literacy level and as they come here these individuals will require a much different kind of instruction. So if we have not made the adjustments in our own familiarity with computers that generation is going to make some stir as it arrives here .... So that is one of the constant sources of debate in the Faculty -- how much do we change, what do we change and how fast do we change? ....
>
> Furthermore, there are many who see computing as an answer to employment, in other words they want to jump on to the bandwagon of computer expertise. They are hopeful that the qualifications and corresponding interests in the schools would immediately provide job offers to them. Well, there is not that degree of mobility or opportunity within the system. So we may end up with a lot of disillusioned people.

Being a part of the University. Being a part of a larger structure meant that the rules, regulations and priorities of the latter had to be heeded. The training of computer literacy in the Faculty was also affected by the University's hiring policy as Romaniuk (Personal interview, 12 April, 1985) pointed out:

> ....Due to the financial circumstances of the University we have not been hiring since 1972 and there has been a virtual cease on staff hiring, certainly in our Faculty for the last few years. ....Quite ironically during the last few years we had been seeing lots of people coming through who were trained specifically in that area.
>
> Moreover, you cannot argue the importance of *computer literacy for education* in a big structure like the university that has many other priorities and responsibilities.

Furthermore, the salary given to an Assistant Professor by the University did not seem attractive to the people trained in educational computing. The Faculty of Education Computing Needs Committee (1983: 7-8) observed:

> ... it is apparent in the long term that the University's position of hiring new staff at the Assistant Professor's salary makes it difficult to attract staff with expertise in educational computing. The starting salary levels at the University of Alberta, particularly for persons with Ph.D.s in educational computing are considerably less than those offered by industry. Thus, the Faculty of Education will probably face many of the same problems in attracting and keeping qualified staff as do departments of computing science at universities across North America.

Lack of planning at the initial stage. It was also felt that the introduction of computer literacy courses by some enthusiastic individuals of the Faculty in the early seventies was not organized and that that had some repercussions for growth in computer literacy within the Faculty. E. W. Romaniuk (Personal interview, 12 April, 1985) mentioned:

> In those initial days there were a number of courses which were being taught but nothing was organized; nothing was pre-planned; it was just put together. The instructors who offered the courses, in some cases, were people who had no skill in the area. It was like approving a music program and then asking people around is there anybody who has ever played a piano. Then anybody with a little familiarity with piano would be given a crash course to teach music. Can a crash course in piano ever be taken to teach music?
>
> Nobody really knew what to do and how to do it. Even for those who knew what to do it was still difficult to put it into the shape of a program.

R. S. Patterson (Personal interview, 24 January, 1985) explained the problems of those early days:

> One of the things that happened when Dr. Petruk started to offer the course on microcomputers was that there was a very big rush of teachers in the field who wanted to take the course. The very demand for the course outstripped the offerings and the experience we had. Dr. Petruk video taped a film through ACCESS and provided an opportunity to students to take a course through television. When students finished the course they were allowed to challenge the examination of any course in order to gain credit.

Faculty involvement. Having undergraduate students in the Faculty achieve computer literacy demanded total involvement by Faculty members and individual Departments which

was lacking. Former Dean Worth (Personal interview, 18 January, 1985) observed that, "People in the Faculty had other priorities and neglected computer literacy as something that would be unimportant for a long time." Present Dean Patterson (Personal interview, 24 January, 1985) commented:

> The basic dilemma as I see it is the non-willingness of staff-members to learn about and use the technology. Often it happens that people here rely to a large extent on rather limited teaching strategies. Unless they are prepared to change some of these practices they are not really going to model the uses of computers through our classrooms ....So one thing I am particularly concerned about is the professional development of our staff.

S. M. Hunka (Personal interview, 16 April, 1985) also believed that, "the disregard of Department Heads and administrators was prompted by the disinterest of their staff." R. G. McIntosh (Personal interview, 16 October, 1984) observed that, "There was no Faculty wide foresight, if there was any foresight it was limited to very few people."

In July, 1983, the Report of the Faculty of Education Computing Needs Committee also observed this lack of coordination within and without the Faculty. It recommended:

> What is needed is a Faculty-wide coordinated effort with appropriate designation of short-term and longer-term priorities and programs, coupled with a division of labor within the Faculty, and cooperation with other sectors of the University and educational community.

Financial constraints. The Faculty of Education at the University of Alberta could not stretch its budget to accommodate new programs, least of all a program requiring expensive equipment and high expertise. In relation to the lack of resources, E. W. Romaniuk (Personal interview, 12 April, 1985) thought that both Provincial Departments of Education and to a certain extent the Faculty of Education were responsible. He stated:

> The government is certainly not giving us any money. I think, we are caught between two Departments -- Department of Education and the Department of Advanced Education. Whereas the Department of Education tries to involve us in all its plans to introduce computers in the schools, the Department of Advanced Education that does all the funding for such programs, is not coming forward.
>
> ... Then we have not gone out to government and asked for money. That is, the Faculty of Education has not gone out and specifically asked for any funds to make our students computer literate.

S. M. Hunka (Personal interview, 15 April, 1985) agreed with Romaniuk's stating that "money was the most important factor." He indicated:

> The Faculty has never taken advantage of funding the provincial government could offer in the area of computer literacy. And the government did not come forward because education is not seen as a means of future viability by these politicians. They do not believe that future profit may depend on today's educational research and development.

Changes to be brought in. The Faculty of Education was facing the challenge of introducing an area of specialization during a time of constraint and in an atmosphere of apathy. But Dean Patterson was optimistic and envisioned a better future. He (Personal interview, 24 January, 1985) explained:

> We are trying to get some funds from the Government. The Minister of Education is trying to promote and encourage computer literacy. He has provided the signal to educational communities that we, as teacher education institutions have not kept up to his expectations. So one of the things that the three universities have adopted is a more united approach. We have let the Minister of Education know that the Department of Advanced Education should provide necessary funding to support us in making some of these changes.
>
> ....Then, because of the initiative of the people in the Faculty, (as I mentioned Dr. Petruk had been busy in negotiating with IBM for a major equipment donation to the University) we, the Faculty of Education along with other Faculties of Engineering and Computing Services received equipment worth 2.5 million .... These 125 computers will be used by Dr. Petruk in his project with schools ....This project has the potential of greatly increasing our Faculty members' interest and involvement as they have to evaluate different software that IBM has prepared for school use. This has necessitated some agreements with the Provincial government. The Department of Education is very supportive and eager to encourage the initiative we have taken.... Dr. Hunka had also received a grant from SSHRC to continue his work on computer languages.
>
> I hope, there will be an opportunity to create some kind of professional development centre for members of our Faculty where they will be able to work in gaining competence in the area of computer literacy.
>
> ... One of our present Committees under Dr. Wilde is working to foster inter-faculty cooperation, especially with the Faculties of Computing Services and Medicine.
>
> All this should be able to provide the right kind of support system and should encourage our members to more involvement. This gives us some hope that we will begin to see changes in the basic program and in the various instructional methods of our instructors.
>
> For me the main difference is that we have a better readiness level now than we did five years ago. At least there is greater visibility and interest in the Faculty than before.

Finally, in May of 1986, the Faculty adopted a program proposal that a three-credit educational computing science course or equivalent be mandatory in the B.Ed. degree for those entering the program after August, 1987 (Faculty of Education Council minutes, May 6, 1986).

D. Discussion

This chapter has described the response of the Faculty to the changing needs associated with teacher preparation. Like the preceding two chapters the information in this chapter revealed environmental influences on the Faculty, the Faculty's response to these external needs, and the process of adaptation of the Faculty.

External Influence

Outside organizations recognized the need for changes in teacher training and provided the impetus for change within the Faculty. However, the case for a generalist elementary route and a major and minor in the secondary route was an exception in that the Faculty itself identified changes occurring in the field and took the initiative to make desired modifications in its B. Ed. program. The need for more vocational education teachers was felt by the school boards of the province, particularly in Edmonton and Calgary, and was confirmed by various surveys and research. After discussing the issue, the Board of Teacher Education and Certification (BTEC) invited the Faculty of Education to respond.

Adaptive Response of the Faculty

The pattern that emerged when analyzing these issues confirmed that the adaptive response of the Faculty may be discussed in three stages. In the case of training vocational education teachers the response pattern could be presented in the stages consisting of initiation (acceptance and support), preparation, and implementation. Similarly, in the case of generalist education for elementary teachers and a major and minor for secondary teachers, it was possible to describe the response pattern as consisting of internal initiation, preparation and implementation. There were some differences in the case of preparing computer literate teachers in that the pattern seemed to be internal initiation, followed by the recognition of an increased pressure for change and then followed by the stages of preparation and implementation.

Initiation. The Faculty responded positively in all three cases. The Faculty of Education at the University of Alberta had already assumed the responsibility for the training of vocational education teachers, and when a shortage of vocational teachers was perceived in the 1970s the Faculty did not shun this responsibility. A decision was made to cooperate with the University of Calgary in offering a fourteen month condensed program that would prepare vocational education teachers for the southern part of Alberta.

The issue of preparing generalist elementary teachers and the introduction of a minor along with a major at the secondary level describes the Faculty's attempts to respond to the needs of school boards in the province. The issue seemed to be different from the other two in that the pressure to introduce the generalist elementary route and a minor as well as major in the secondary route did not come from any particular organization. While conducting an internal assessment, Faculty administrators perceived that the school systems needed more generalist rather than specialist teachers.

The issue, dealing with the preparation of computer literate teachers, reveals general awareness in the Faculty of technological changes. Attempts by individual faculty members had placed the Faculty in a leadership position in this area back in the sixties and early seventies. Later, an unprecedented interest in computers by different bodies, such as the provincial government, schools, parents and students, resulted in increased pressure on teacher training institutions in Alberta to prepare more teachers with computer skills in computing.

Preparation. In the preparation phase there were various adaptive processes and strategic moves by Faculty administrators. For the training of vocational education teachers the efforts of the Faculty were directed towards preparing a proposal, cooperating with the Faculty of Education at the University of Calgary and persuading the government to provide large bursaries that would attract more students to the program. These activities enabled the Faculty to obtain financial support from the government and encouragement from other stakeholders. Similarly, research was conducted and additional information was sought by the Faculty to confirm the changes needed in the teacher education program, which led to the introduction of the generalist elementary route and a major and minor for secondary school

teachers. The feedback from the field sustained the activity. All stakeholder organizations interested in teacher education were aware of the need and were supportive of the Faculty's initiative. In the case of preparing computer literate teachers, in spite of its earlier efforts, the Faculty of Education at the University of Alberta could not keep pace with the demands and expectations of the various groups and organizations. The Faculty established two committees to examine the problem and recommend changes. The lack of financial support from the government, the priorities of the University, its hiring policies, disinterest among the faculty members, lack of planning in the initial stage, and lack of expertise were the constraining factors that affected the preparation and implementation phases of adaptation in the case of computer literacy. Another concern that emerged within the Faculty was to what degree should the Faculty attempt to respond to the continuing rapid changes in technology.

Implementation. With the cooperation of the Faculty of Education at the University of Calgary a compressed program of fourteen months was offered on that campus. The Faculty also offered a similar program on its own in Edmonton. There were quite a few structural changes, added responsibilities and some adjustments at the initial stage of implementation, especially ones associated with the new Calgary program, but all in all, this temporary adaptation was a success. By the time that the first two groups completed the program, economic conditions in Alberta had changed. The need for more vocational education teachers was not pressing any longer, and administrators in the Faculty allowed the program to come to an end. Furthermore, it appears that when the initiative was centred in a unit, such as a single department, there was a greater chance of success as in this case. The degree of success of this adaptation could be attributed to the fact that the Department of Industrial and Vocational Education was solely responsible for introducing the new program and had the full support of Faculty administrators. Financial help from the provincial government in the form of bursaries for students also facilitated adaptation in the case of the training of vocational education teachers. In addition, joint efforts and collaboration with another organization, in this case the University of Calgary, had a positive effect which were lacking in the other two cases. Furthermore, the success of this program led to other positive

changes introduced by the Faculty such as an outreach program in vocational education for adults.

In spite of some administrative problems such as disagreement among faculty members, extra work load, division of programs, scheduling of courses, and student counselling, two program modifications -- the generalist elementary education and a major and minor at the secondary level -- were introduced and their implementation was considered moderately successful. As this adaptation was directed towards internal changes, the stages of preparation and implementation were not affected by environmental barriers. Since the Faculty did not need extra financial help to introduce the changes, these could be implemented quickly and smoothly. Although initiated and implemented internally, the roots of this change lay outside. It was an adaptation which was made by the Faculty to perceived external needs rather than to explicit external demands. In spite of its success this adaptation did not have total agreement of all faculty members; many continued to question the advisability of this change. Two departments, Elementary Education and Secondary Education, were separately and individually involved in developing proposals and implementing the changes in the case of the generalist elementary route and the major and minor in the secondary route. Their efforts contributed to the success of the changes. On the other hand, increased workload and too many courses also affected the implementation of the generalist elementary route to a certain extent.

In spite of many drawbacks associated with enhancing computer literacy of teachers the Faculty managed to make steady progress in this area. The seemimgly apathetic attitude of faculty members towards computers and the non-commitment of individual departments were apparent causes behind the slower pace of adaptation in this case. Moreover, attempts to involve the total Faculty in the programs of computer literacy delayed developments. Various internal problems such as lack of expertise, lack of planning and lack of coordination had a negative effect on proposals to train computer literate teachers. Also, the lack of financial support affected the pace of adaptation in this case. However, the slow pace of adaptation did not negate the fact that efforts were being made within the Faculty to meet the

needs of the time.

Adaptation within the Faculty

All three issues discussed in the chapter revealed that the adaptations made by the Faculty were at least moderately successful. The temporary adaptation made to prepare greater numbers of vocational education teachers could be regarded as a success. In contrast, the imbalance between the pressure from outside the Faculty and the Faculty's attempts to cope with those pressures in the case of preparing computer literate teachers and the persistent dissatisfaction among some faculty members regarding the generalist elementary route reflected on the lower degree of success achieved in relation to these two adaptations. If comparisons were made with the issues discussed in the preceding chapters it would be noted that unlike those issues none of the cases discussed here seemed to have an individual faculty member's commitment to provide continuing support except at the initial stages in the case of computer literacy.

In general, the Faculty was aware of changes in society and was responsive to the needs of society. Mostly, the Faculty reacted positively when made aware of the need for change by external organizations or tried to make changes itself, even without external instigation, if a problem was recognized.

Chapter IX

ANALYSIS OF ADAPTIVE RESPONSES OF THE FACULTY

The purpose of this chapter is to analyze the findings presented in the three preceding chapters related to the responses by the Faculty of Education at the University of Alberta to its environment in the area of teacher-education. This discussion is based primarily on the seven issues previously described. Support is provided, whenever possible, by relevant statements of the interviewees. Some reference is also made to the related literature. This chapter is divided into three parts. The environmental influences on the Faculty of Education and the external inputs that demanded definite responses from the Faculty are examined in the first part. The second section is an analysis of the responses of the Faculty to these environmental stimuli. Several generalizations, derived from the case studies, are presented in this section. The third part provides reflections on the adaptability of the Faculty.

A. Environmental Influences

The framework of the study was based on the assumption that organizations, as open systems, continuously interact with their external environments and that they are greatly influenced by the properties of their related surroundings. There are basically two categories or levels of environment used in the literature to describe the environments in which organizations exist: the general environment (Hall, 1966) and the specific or task environment (Dill, 1958). The general environment is the total of outside factors which may influence any aspect of the organization. The specific or task environment is the more immediate environment and is considered more relevant for the individual organization than is the former. Generally, organizations in the specific evironment share the purposes of the focal organization and have power to influence the decisions of that organization.

The seven isssues discussed in the preceding three chapters highlighted the influence of the environment surrounding the Faculty. These issues indicated that most of the initiatives for change in the teacher education program of the Faculty of Education originated from outside of the Faculty itself. However, the Faculty of Education interacted regularly with the organizations that made up its task or specific environment. These organizations, recognized earlier as stakeholders or interest groups (Chikombah, 1979), namely, the Alberta Department of Education, the Alberta Department of Advanced Education, the Alberta Teachers' Association, the Alberta School Trustees' Association, and the University of Alberta, affected the functioning of the Faculty. For example, the initiative to introduce the extended practicum was taken by the Alberta Department of Education, the Alberta School Trustees' Association and the Alberta Teachers' Association. The need to prepare more vocational teachers for the province was realized by school boards and was communicated to the Faculty by the Board of Teacher Education and Certification (BTEC). The pressure to make teachers professionally computer literate came from the Minister of Education, from the ATA, from teachers generally and from other interested bodies. These organizations exerted an influence which may be regarded as direct and regular because of the constant interaction of the Faculty with them.

Moreover, the analysis confirmed that there were other organizations in the field of education which had an interest in teacher education and in the activities of the Faculty. In spite of their interest, these "other" educational organizations were not a part of the above-mentioned specific environment; therefore, their effect on the Faculty was not as continuous, yet their influence was felt. These organizations, were the Conference of Alberta School Superintendents (CASS), the Alberta Catholic School Trustees' Association (ACSTA), the other universities of the province, and other Faculties at the University of Alberta. For example, the issue of special training for Catholic school teachers was brought up and pursued by the ACSTA.

The findings of the study also suggest that there was one segment of the environment which did not fall under the above-mentioned categories of "other organizations," nor were

they part of the specific environment. These organizations were totally "external" and included parents' groups, religious bodies, and organizations representing minorities. These particular organizations can be identified with the organizations referred as *external participants* by Ivor Morrish (1976:48) who mentions, "The external participants, who exert a more indirect influence through the dissemination of information, by raising expectations or by invoking sanctions, include in their numbers non-educationists, foundations, research councils, academics and industry." These organizations had a sporadic and short lived interest in the preparation of teachers primarily guided by their own self interest. For example, The Alberta Indian Education Center and the Association for Learning Disabled Children lobbied or made demands in order to meet the needs of the special groups they represented. These organizations seemed to be more interested in promoting their own causes rather than in modifying the teacher education program offered by the Faculty of Education.

The other environmental component, mentioned in the literature, was the general environment of the Faculty. It was found in the study that the Faculty was not directly concerned with what is happening "out there," as it was not considered feasible or possible by faculty administrators. L. R. Gue, a senior university professor (Personal interview, 19 April, 1985) pointing out the limitations of the Faculty stated:

> We have to figure out how much the Faculty's programs can meet the expectations of the schools and school boards. Then there are so many problems in society that it is impossible for the teacher education program to address them all. How can the Faculty meet the challenges of racism, discrimination, drug-addiction, single parent families, absenteeism, drop-outs, etc.? Well, the question is how far can we go as a teacher preparing institution to meet those challenges of the real world?

The Faculty did not directly address those problems. It was, however, recognized that each pressure or demand coming from specific, other educational or external organizations could be related to changes in the general environment.

The general environment provided the framework within which the specific and other external organizations acted. The shortage of vocational teachers and the attempts to increase the supply of these teachers is an example of this effect. Economic conditions in the province were the cause of the government's initiative to introduce vocational education into the

schools and to provide a financial incentive for teachers to pursue training in this area. Even then, the supply of vocational teachers could not meet the demand. The persistent appeal of school boards led the BTEC to pressure the Faculty to take certain measures to remedy the shortage of vocational teachers in the seventies. Another example is the increasing popularity of microcomputers and the pace of change in the field of computer technology generally that motivated the Faculty to speed up its attempts to cope with this societal change. Changes in the hiring policies of school boards, declining enrollments, and unemployment of Faculty graduates could be regarded as another example of changes that prompted the Faculty to revise its B.Ed. program and to introduce the generalist elementary route and a major and minor emphasis in the secondary route. The government representatives also emphasized during the interviews that the conditions of the general environment had affected their own decisions and the expectations they held for the Faculty. Thus, a relationship between the demands and expectations of organizations external to the Faculty and the needs of the different groups in society could be identified. These organizations represented the interests of various groups, and combined together, they represented the interests of society but changes in society did not always affect the Faculty directly. Worth (Personal interview, 18 January, 1985) perceived that, "the general environment is the easiest to deal with, in the sense that you are not expected really to do much more than just to observe the changes and sometimes be prepared for them."

The environmental context in which the Faculty of Education operated appeared quite important during the decade 1974-1984. In order to account for the various environmental influences identified in the present study, a refinement was made to the categories or levels of environments mentioned in the related literature. Instead of the two levels found in the literature -- specific and general -- five levels were identified in the study which much better explained the environmental influences on the Faculty. The most important environmental influence was the Faculty's parent organization, the University of Alberta, "this very special external environment" as Worth called it. Not only did the demands for change come from the University but the whole process of adaptation was affected by the University, as is

discussed later in this chapter. The Faculty appeared to be closely linked to its environments and the influence of the immediate, specific, other educational, external and general environments on the Faculty could be traced.

The Faculty's interactive closeness and its proximity to the external organizations was a major factor in determining the amount of influence the organizations had on the Faculty. More specifically, the order in which various environments of the Faculty affected it was (1) immediate (the University of Alberta), (2) specific (the influence of teachers, trustees, government, school boards), (3) other educational organizations (other universities, the Alberta Catholic School Trustees' Association, the Conference of Alberta Schools Superintendents, other educational bodies), and (4) external (other organizations which represent parents, minorities, or religious groups). In addition, (5) the general environment (social, cultural, technological, legal, ethnographic and other conditions) had an indirect influence on the Faculty. These generalizations are pictorially represented in Figure 9.1.

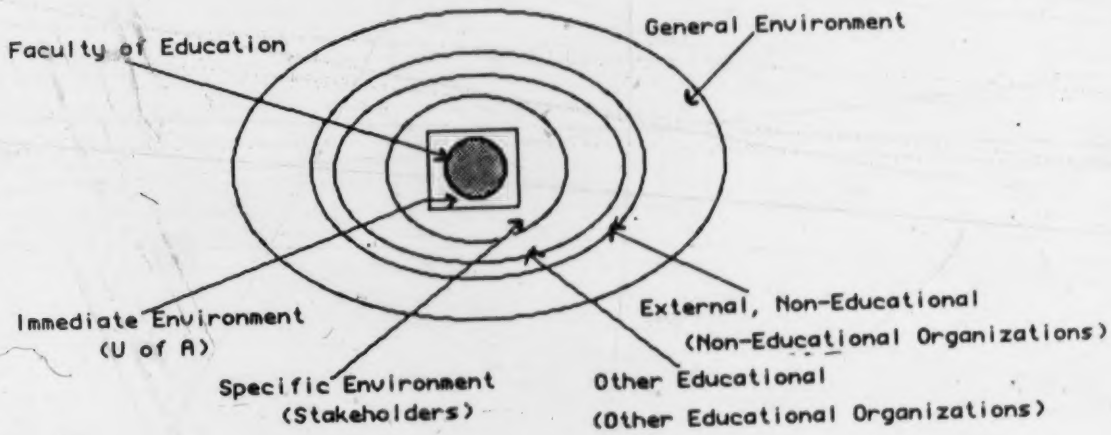

Fig 9.1 The Faculty and its Environments

Environmental Inputs

The findings of the study confirmed that the Faculty of Education at the University of Alberta, like other educational institutions, was designed for stability rather than for change, and in most cases the impetus for change came from outside not from within. Inputs coming from external organizations, however, tended to generate a positive response within the Faculty. In his book (1969) Berrien asserts that there are two types of inputs: maintenance and signal. Maintenance inputs energize the system and enable it to function while signal inputs provide the system with information to be processed. Two quite similar types of inputs were found in the present study, mentioned as primary and secondary inputs.

Primary inputs. The findings of the present study indicated that the manner in which the external organizations tried to influence the focal organization was through "primary inputs" which might correspond to the signal inputs of Berrien. These inputs carried information about changes in the environment. They came as policy changes and recommendations from government, as suggestions and resolutions from various stakeholder groups, and as requests from other organizations. For example, the extended practicum was introduced in the Faculty as a result of changes in Alberta's teacher certification policies. There were persistent pressures from a group of organizations interested in religious education which demanded the training of teachers for Catholic schools. Joint recommendations were put forward by various organizations which came through the Board of Teacher Education and Certification and prompted the Faculty to introduce a compressed schedule for the preparation of vocational education teachers. Formal and informal requests made by the Native community and organizations interested in the education of Natives caused the initiation of Project Morning Star. The demands of a politically strong organization generated Faculty efforts to train teachers to cope with learning disabled children; and demands, resolutions and suggestions came from a variety of educational and non-educational groups for the preparation of teachers who would be computer literate. All of these policy changes, demands, and suggestions were grounded in the perceived needs of a particular group or of society at large.

For the Faculty all of these primary inputs were either expected or unexpected. The pressures, demands, recommendations, expectations, suggestions or requests coming from the government or stakeholder organizations were known to the Faculty administrators. Because the administrators had representation on various committees of external organizations, the Faculty regularly received resolutions and recommendations of the ATA and the ASTA. Moreover, there was an interaction at a personal level among the administrators of various organizations. "For this reason," Worth (Personal interview, 15 October, 1984) commented, "some of the external inputs are even shaped by the Faculty before they affect the Faculty." On the other hand, the demands of other organizations were novel, unexpected, rather sudden and often forceful. One example is the demands coming from a parents' group to train teachers to cope with learning disabled children.

Table 9.1 shows what organizations were interested in bringing change, what was the environmental level of those organizations, what was the nature of demands or primary inputs and why those demands were made. The Table indicates that the organizations interested in change were the Faculty itself (two times), the University (two times), the stakeholder organizations (seven times), other educational organizations (four times), and other non educational organizations (four times). The numbers in the bracket reveal that the stakeholder organizations had maximum informational input to introduce a change. These informational inputs came in the form of demands, requests, policy changes, research, resolutions, and recommendations. The Table also indicates that there were five reasons for these informational inputs, which appeared once or more than one time. These reasons were: changes in the government policy (1), improvement in the quality of teacher education (2), needs of special groups (3), needs of school boards (2), and the technological changes in society (1).

TABLE 9.1
ENVIRONMENTAL INFLUENCES ON THE FACULTY

Issue	Organizations Interested in Change	Environmental Category	Nature of Primary Inputs	Reasons for Primary Inputs
The Extended Practicum	Provincial Department of Education The ASTA The ATA	Specific Specific Specific	Policy Changes Resolutions Research and Support	To Improve the Quality of Teacher Education
Project Morning Star	The Alberta Indian Education Centre The Native Community The University Senate	External External Immediate	Formal Request and Proposal Informal Request Recommendations	To meet the needs Of Special Groups.
Preparation of Teachers for Catholic Schools	The ACSTA Other Catholic Jurisdictions	Other Educational Other Educational And External	Demands made On the Faculty	To meet the perceived Needs of the Special group
Preparation of Teachers For Learning Disabled Children	The Association for Learning Disabled The University Senate	External Immediate	Demands made on The Faculty Recommendations	To meet the perceived Needs of a Special group
Training of Vocational Education Teachers	School Boards The BTEC The TQSB	Other Educational Specific Other Educational	Research survey and demands Recommendations Research, demands	To meet the needs Of Alberta School Boards.
Introduction of the Generalist Elementary Route and a Major and Minor at Secondary	The Faculty itself	N.A.	Research and Support Of Stakeholders	To meet the needs of Schoolboards and to Improve the quality of the B.Ed. program
Preparation of Teachers to be Computer Literate	The Faculty itself Department of Education ATA ASTA General Public	N.A. Specific Specific Specific General	Demands Resolutions Resolutions Demands	To meet the needs of Students, teachers and schools in a Technologically Changing society.

Secondary inputs. Environmental influences on the Faculty did not end with the primary inputs, nor with the demands made or information provided. There were other types of environmental inputs (called secondary inputs) that continued to affect the whole process of adaptation. The nature of these inputs was differnt from the demands, suggestions, recommendations or other informational inputs that preceded the initiation stage of any adaptation. These secondary inputs were of two types: facilitating (like the maintenance inputs of Berrien) or constraining. Financial support from the government or other sources is an example of a facilitating input. Constraining inputs were generally indirect. These types of inputs were generated as a result of self-interests of the external organizations, for example the question of "release time" and the non-cooperation of teachers in the practicum. On other occasions, these inputs were the result of the stakeholder organizations' concern for teacher education such as the program standards of Project Morning Star. The lengthy preparatory period of the extended practicum is one of the examples of constraints in the "pull and push" process. Another interesting feature of these secondary inputs was that the stance taken earlier could be reversed. For example, in this case the government, which originally was the initiator, was later lobbied by other organizations to reinstate the policy of the extended practicum. Similarly, in the case of computer literacy the Faculty was well aware of technological changes in society and tried to adapt to those changes. However, later it was put under pressure by various groups when the popularity of microcomputers increased which made the Faculty, a leader in computer assisted instruction, appear somewhat slow in adapting. In addition, sometimes even the purpose of initiation was lost due to these secondary inputs. For example, the demand to introduce a compulsory course to enable student-teachers to cope with learning disabled children turned into an ambitious plan for a research institute for the learning disabled, a plan that could not be implemented. The concerns of the ATA relating to program standards of Project Morning Star led to several adjustments even after the implementation of the project.

Frequently, the secondary inputs were more varied, more numerous, and more forceful than the primary inputs. It seems that the reasons for continued environmental

influence at the later stages of preparation and implementation included the large number of stakeholders, their continuous interest in teacher education, their regular interaction with the Faculty of Education, their support and sometimes their self-interest.

It was generally found that the amount of environmental influence decreased as the adaptation reached the stage of implementation because by then the Faculty was seen as responding to the need for change. There were, however, two exceptions: the extended practicum where the stage of preparation was greatly affected by environmental turmoil, and computer literacy where the external pressure was at its highest during the implementation stage. However, the observation can be presented pictorially as in Figure 9.2, which shows that environmental influences coming in the form of primary or informational inputs were more forceful than the Faculty's response at the initiation stage. Secondary inputs -external facilitators and barriers -- were found present at the stage of preparation that affected the process of adaptation but by then the Faculty's involvement had also increased. In the third and final stage the influence of the secondary inputs was even lesser and the Faculty appeared to be more involved in the process.

B. Response of the Faculty

This section discusses the responses of the Faculty to external stimuli. It describes the nature of the responses and the factors which affected the responses at different stages of adaptation.

Contingency theorists strongly believe that there is no single best way to cope with environmental pressures. Similarly, Snow and Hrebeniak (1980) claim that organizations adopt different internal strategies to deal with perceived pressures. The present study also confirmed that there is no single or simple way in which an organization, responds to its environment. Both positive and negative responses were made by the Faculty. In addition, the responses differed in length of time, and in the amount of energy and efforts they consumed. Some were in the form of temporary adaptations such as Project Morning Star or

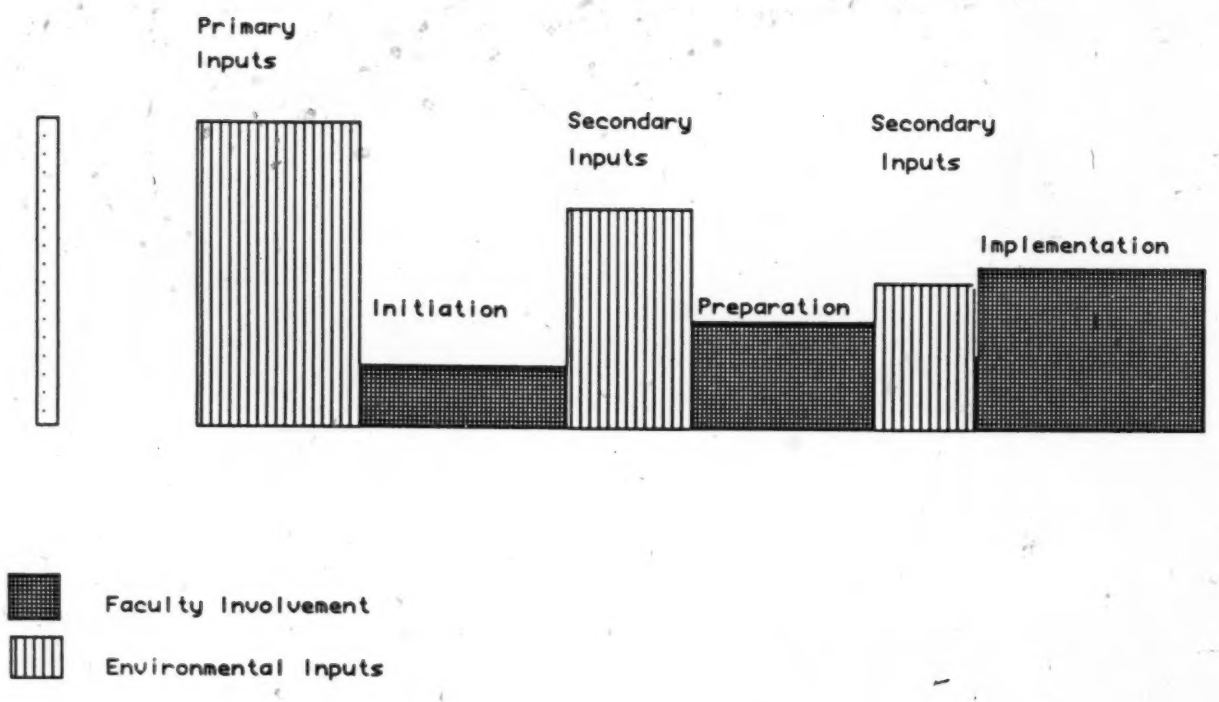

Fig 9.2 Relative Influence of Various Environmental Inputs at Different Stages of Adaptation

the compressed schedule program for training vocational teachers. On the other hand, there were also major permanent changes to the teacher education program such as the extended practicum or the generalist elementary route and the introduction of a minor as well as a major in the secondary route. In conrast to the major changes were the introduction of a minor in religious and moral education and a three-credit course in computer literacy.

The findings of the study confirmed that the issues, described in the preceding chapters, could be presented in terms of three phases -- initiation, preparation and implementation -- and it may be posited that adaptation is a process (Cameron, 1983; Miles, 1982). The environmental influences discussed in the previous section tended to generate a response which could be presented diagrammatically as in Figure 9.3.

Initiation

The first stage of the adaptation process was that of initiation when an external demand or suggestion related to some external change, required a corresponding change in the teacher education program. The case studies showed that most of the time the impetus for change came from the outside. Only two of the seven cases revealed internal initiation. In the case of computer literacy, this was due to individual efforts by faculty members, and in the case of the generalist elementary route and major and minor in the secondary route this was due to the decision by faculty administrators to revise the B. Ed. program.

Thus the environmental inputs provided information regarding the changes to be made by the Faculty. At the same time, these primary inputs generated a need to assess internal capabilities and limitations as well as external capacities and constraints (Miles and Cameron, 1980). In almost all of the case studies the assessment of internal capabilities and limitations followed the receipt of information from the outside. Salient cues from the environment were used to interpret internal capabilities and limitations. The chief worry for the Faculty was the shortage of financial resources and its dependence on other organizations for these resources. Other constraining factors were the shortage of staff, lack of expertise or space, the shortage of time for planning, and other administrative problems. While evidence of the Faculty's

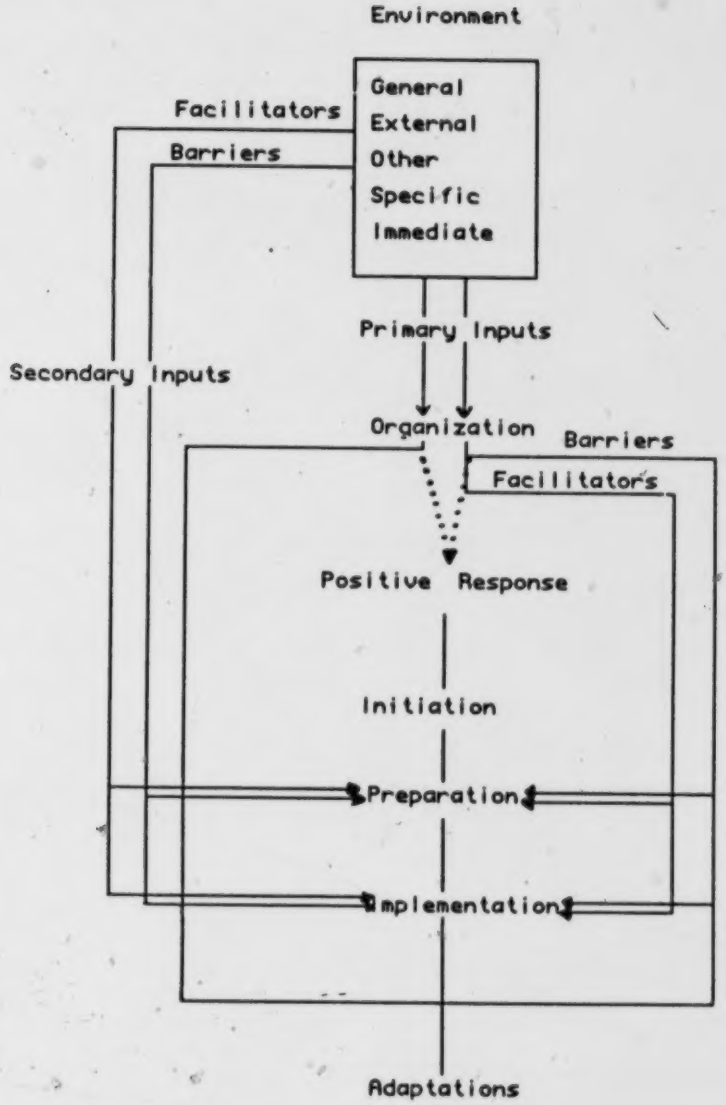

Fig 9.3 Organizational Adaptation

effort to make internal assessment was available in almost all cases, exploration of external capabilities and weaknesses was somewhat lacking. The respondents from the external organizations felt that the Faculty had rarely "gone out" to ascertain the needs of the field. The information about the "field" came effortlessly to the Faculty through the BTEC and annual resolutions passed by the ATA and the ASTA. It appeared that by participating in various interinstitutional arrangements, administrators of the Faculty had an increased knowledge about what was going on in the field. This might be the reason that there was very little initiative on the part of the Faculty to learn about the environment whereas Terreberry (1971) asserts that adaptability is a function of learning about the environment. Responses made by the Faculty without learning about the environment were likely to be interpreted in organizational language as "reactive" responses.

Assessment of the internal situation was followed by decisions to make particular responses. The study revealed that the nature of the initial response of the Faculty to individual stimuli depended on various factors as follows:

1. The perceived importance of the issue as identified by Faculty administrators;
2. the importance of the organization from which the pressure was coming for the Faculty;
3. the magnitude of the pressure;
4. the internal support of faculty members or departments for the issue; and,
5. the stance taken by the University of Alberta.

These factors as they influenced the initiation stage of adaptation, are presented in Table 9.2. The table shows the seven issues and the factors that influenced them. The presence of these factors in the particular issue is indicated by an X.

Perceived importance of the need. Faculty administrators played an important role in determining what is good for the Faculty. The administrators of the Faculty exercised their rights of choice and decision-making thus promoting a positive or negative response to the external stimuli. As indicated in Chapter V, the frequent decision of Faculty administrators not to respond to an environmental stimulus clearly indicated that much depended on the choice of leaders or decision makers. This was explained by Lawson (Personal interview, 8

TABLE 9.2
FACTORS THAT INFLUENCED THE INITIATION STAGE

Factors	Issue						
	The Extended Practicum	Project Morning Star	Training of Teachers for Catholic Schools	Training of Teachers for Learning Disabled	Training of Vocational Education Teachers	Training of Teachers as Generalists	Making Teachers Computer Literate
Perceived Importance of The Issue by Administrators		X			X	X	X
Interest and Power of The Organization From which the Pressure was Coming	X			X			X
Magnitude of Pressure							
- Support of other Bodies	X	X			X	X	X
- Identification of Needs	X	X			X	X	X
- Historical Standing	X	X	X	X			X
Internal Support of The Faculty		X			X	X	X
Positive Stance Taken by The University	X	X		X			X

May, 1985), Dean of the Education Faculty at the University of Calgary, who stated:

> Much depends on us. Sometimes we invite a kind of intrusion from outside, then we consider it. The process of considering implies that the information will be received but not necessarily acted upon because that control is within the Faculty and the University. I think that is the mechanism of the University and defining the program of teacher education as a university program means that we can draw a line between receiving input and acting upon it.

There could be several reasons for not acting upon certain inputs such as philosophical differences, nonfeasibility of demands, lack of resources, or other internal limitations but above all, it was the decision of the administrators that determined the nature of the responses. Since the issues selected for this study were ones for which the Faculty had made, at least initially, a positive response, no comments can be made on the matter of negative responses.

When the administrators of the Faculty could identify with the need of the pressure group the initial response was positive. The external pressures through which changes came were transmitted via the administrator. Examples of this were evident in the study as follows: the Native community informally approached the then Dean of the Faculty, Myer Horowitz; an active member of the Association for the Learning Disabled, contacted Dean W. H. Worth informally; the Dean's participation in the meetings of the Executive Council of the BTEC made him aware of the shortage of vocational teachers in the province; the representatives of the ACSTA and other Catholic jurisdictions approached the Dean of the Faculty, W. H. Worth and the Chairmen of two departments. The administrator played a balancing role by mediating between the internal and external participants in the system. Thus, the decisive person in the process of adaptation was the chief administrator of the organization. Examples of such mediation were the cases of Project Morning Star, the compressed program for vocational teachers, and, to a certain extent, the issue of introducing compulsory courses for student-teachers to enable them to cope with learning disabled children. The willingness of the administrator to introduce certain changes always had a positive affect as is confirmed by the findings of Eastcott (1975:113), that "the personality of ... the Dean, and the expectations he holds for decision-making processes within his sphere of influence is clearly a very influential determinant of the nature of procedures."

Source of pressures. The response of the Faculty also depended on where the pressure was coming from and on the relationship between the Faculty and that particular organization. As mentioned earlier, the proximity of external organizations determined the amount of their influence on the Faculty; similarly, the nature of the relationship of the Faculty with a given external organization determined the nature of the Faculty's response to the organization's demands. The Faculty enjoyed a different relationship with each organization in the organization-set and with other educational organizations. The most influential among the stakeholders was the provincial government. The Faculty had two types of dependency relationships with the government of Alberta, economic and contractual. The Faculty had a contractual relationship with the provincial Department of Education and because of its certification policies the Faculty was responsible for maintaining certain standards. Likewise, the Department of Advanced Education determined funding so changes within the Faculty depended on the financial support of this organization to a certain degree. The University of Alberta's Faculty of Education, to be able to exist and operate, needed to gain and maintain the approval and support of the government. During the past few years, the provincial government has assumed increased responsibility for funding, for program changes, for accreditation, and for shaping the education of teachers (Anderson, 1981). The government and its departments tended to expect that their recommendations would be positively accepted by the Universities in Alberta and their Faculties of Education. The government seemed quite aware of its influence on the Faculty and of the power it held, as Hrabi (Personal interview, 30 May, 1985) from the Alberta Department of Education explained:

> I would be surprised if the government's attitude is not paternalistic to some degree (by paternalistic I mean a desire to influence).... In the final analysis it would be difficult for the Faculty of Education to ignore overtly the suggestions or recommendations made by the Department of Education because the government has two or three ways of exercising its power. One is through its money. Secondly, I do not think that any Faculty would take the chance that its graduates would not be certified by Alberta Education. It would be foolishly brave to do so. I do not think that the Faculty would ever be ready to put up with the public uproar that would result. And finally the government could say that the agreement, signed in 1945, is off.... Those would be very unlikely steps to be taken but if the government starts playing hard ball that is the situation one may get into ... so I simply cannot visualize the Faculty of Education not responding to the government's

recommendations.

Thus, the Faculty of Education had relatively little power compared with that of the government in relation to teacher preparation and had to be receptive to the demands coming from the government. For example, in the case of the extended practicum, in spite of the resistance within the Faculty, the government's wishes were implemented because this particular policy change was associated with the certification of teachers. Thus, the Faculty of Education appeared to be more open and receptive to the organizations it was dependent upon, such as the two departments of government. This finding corroborates that of Jacobs (quoted in Hall, 1982:236) who contends that organizations vary in their vulnerability to environmental pressures, and points out that the more dependent an organization is on its environment the more vulnerable and open it is.

Most of the respondents agreed that next to the government in influence on the Faculty, was the Alberta Teachers' Association (ATA). The ATA has represented a powerful group of teachers in the province and historically has been politically active in the field of education generally, and teacher education specifically. A representative of the ATA is a member of the Faculty of Education Council. The Alberta School Trustees' Association (ASTA) has also been granted representation on the Faculty of Education Council although, as the ASTA representative observed, "It is not seen as a substantive stakeholder group by the Faculty." These organizations, however, have appeared to be genuinely concerned about the preparation of teachers. The ATA and the ASTA, as external organizations have informed the Faculty about the needs of the "field." By means of resolutions approved at their meetings these two associations have provided regular and continuous suggestions to the Faculty. Also, because of their continuous interaction with the Faculty these organizations have been able to convince the Faculty to make certain changes in teacher education. Because of the continuing interest in teacher education shown by these organizations and their regular contacts with the Faculty, the Faculty has been responsive to them in a positive way.

The relationship of the Faculty with other organizations, however, was not very clear. The Faculty was not directly answerable to these other organizations, for example the

ACSTA, the Alberta Indian Education Centre, or the Association for the Learning Disabled. Yet these organizations could not be ignored by the Faculty because at times they presented a genuine need of society which was recognized by the Faculty. Sometimes these organizations were politically influential, as was the Association for the Learning Disabled Children. On occasions the Faculty attempted to exploit the interests of these organizations for its own benefit. As an example, the Faculty was quite involved in developing a proposal for an institute for learning disabled individuals and was able to use to its own advantage the special interests of the Association for the Learning Disabled.

Magnitude of the pressure. The total pressure on the Faculty was another factor that determined the nature of the Faculty's response. The magnitude of pressure was determined by two factors: (1) the collectivity of support for the issue that included the number of stakeholder groups supporting a particular point of view, and the support of other organizations and community, and (2) how genuine was the need on which the external demand was grounded, and the historical background of the issue. In the present study, for example, the issue of the extended practicum had the support of all major stakeholders and the interest of the Minister of Education. Similarly, in the case of computer literacy among teachers, not only the Minister and the stakeholder organizations but also the public in general, demanded computer literate teachers. On the other hand, the pressure for special training for teachers of Catholic schools was given a luke-warm reception by the Faculty because the pressure was coming from a single interest group that had very little support from other stakeholders. Nevertheless, the longstanding demand for special preparation for Catholic school teachers had some positive effect on faculty administrators. Similarly, the writings on the benefits of the extended practicum and their discussions in the educational community had a positive bearing on the acceptance of the government's proposal. The amount of pressure on the Faculty in the case of learning disabled children was determined by the growing political power of the pressure group. The positive response in the cases of Project Morning Star and the compressed program to train vocational teachers depended on what were perceived to be valid needs of the Native community and of school boards in

Alberta. Both of these issues also had a sound research base.

Internal support. The initiation and promotion of adaptations made by the Faculty always had internal support in varying degrees. Sometimes this support was really strong from the very beginning; sometimes it came later when sought by Faculty administrators. This internal support was an important factor in determining the nature of the initial response. Worth (Personal interview, 15 October, 1984) felt that, "The adaptations made by the Faculty over time are the combination of outside impetus and inside support and efforts."

Former Acting Dean of the Faculty, Enns (Personal interview, 10 April, 1985) commented:

> The programs developed and the changes made are the results of support and decisions of the people within the Faculty.... If we had been responding to all pressures from outside, the teacher education program would not be four years in length. It would be ten years because they (outsiders) want several courses in every possible area they could think of. On the other hand, we welcomed the changes which were agreeable to us.

N. P. Hrynyk (Personal interview, 4 June, 1985) of the ATA agreed and posited that, "Whenever the Faculty responded to the Association or any other organization positively it was because there were Faculty people who held the same beliefs as the people in the Association."

The case studies also showed that the support of faculty members had a positive effect at all stages of adaptation, the training of vocational education teachers is an example of this support. On the other hand, disagreement among faculty members or their attitudes were deterrents to adaptation that slowed the pace of adaptation; for example, in the initial stages of implementing the extended practicum, introducing computer literacy for teachers, and including a minor in religious and moral education.

The position of the University. Much depended on the stance taken by the University on a particular issue. If the University of Alberta -- the parent organization -- was supportive, the response of the Faculty was definitely positive. The influence of the Senate of the University was obvious in the cases of Project Morning Star and preparing teachers for the program for learning disabled children. It was stressed that the support of the Senate of the University in the two examples mentioned, had a facilitating effect on the initial response

of the Faculty. This interest of the parent organization prompted the Faculty to take some positive actions. In contrast, the secular stance taken by the University was not supportive of a positive response in the case of preparing teachers for Catholic schools.

The present study indicates that there is no uniform and predictable response to environmental pressures by the Faculty. Acceptance by the Faculty during the initiation phase depended on its assessment of internal limitations, on the decision of Faculty administrators, on the relationship between the Faculty and the organization from which the pressure was coming, support of other organizations, support of faculty members, and the stance taken by the parent organization, namely, the University of Alberta.

Preparation

Acceptance by the Faculty during the initial phase of adaptation led to the stage of preparation. This stage appeared to be the most critical of the three. Preparation by the Faculty was affected by powerful external pressures and at the same time by an awareness of inner limitations, as Table 9.3 indicates that this stage was affected by a maximum number of factors. The study indicated that this phase required strategic handling by the Faculty in the form of manipulating, convincing, negotiating and pacifying different bodies and individuals. Research was undertaken and information sought regarding what changes were to be made and at what level. Coalitions were formed if deemed necessary. Plans were developed. Generally this stage was marked by the establishment of a temporary or permanent unit or committee. A proposal or proposals were prepared seeking financial help, changes in curriculum, program additions, or changes in administrative structures. Thus, it was indicated that the Faculty reflected a combination of awareness of external needs, internal capabilities, and knowledge of tools and techniques that could be used for solving the problem in Mott's (1972) terminology. According to the viewpoint of Miles and Snow (1978) the Faculty had successfully dealt with "engineering problems" which were directed to "how to" questions.

All respondents identified certain constraints and supports that interfered with or facilitated preparations for adaptation by the Faculty. These constraining or the facilitating factors were both internal and external. These internal and external factors as they affected the preparation stage of adaptation, are presented in tabular form in Table 9.3.

TABLE 9.3
FACTORS THAT INFLUENCED THE PREPARATION STAGE

Factors	Issue							
.	The Extended Practicum	Project Morning Star	Training of Teachers for Catholic Schools	Training of Teachers for Learning Disabled	Training of Vocational Education Teachers	Training of Teachers as Generalists	Making Teachers Computer Literate
External Negative							
- Dependence on External Bodies for Financial help	X	X		X	X		X
- Embeddedness of the Faculty							
-- Priorities of University				X			X
-- Scholarly Tradition of University				X			
-- Policies/Goals of University			X				
- Concerns of Stakeholder Organizations							
-- Regarding program Standards		X					
-- Regarding Certification		X					
- Self interest of External Organization							
-- Question of Release Time	X						
-- Non Cooperation of Teachers	X						
-- No financial Help by Government	X			X			X

TABLE 9.3

Factors	Issue						
	The Extended Practicum	Project Morning Star	Training of Teachers for Catholic Schools	Training of Teachers for Learning Disabled	Training of Vocational Education Teachers	Training of Teachers as Generalists	Making Teachers Computer Literate
External Positive							
- Financial Help	X	X			X		
- Coalition with Other Organizations	X	X		X	X		
- Support of Other Organizations	X	X			X		
Internal Positive							
- Joint Efforts	X	X			X		
- Commitment of An Individual		X					X
- Departmental Responsibility		X			X	X	
- Administrator's Political Activities	X	X		X			
Internal Negative							
- Attitude of Faculty Members	X		X	X			X
- Administrative problems	X	X	X		X	X	X

External factors. There were several external activities which were not under the control of the Faculty. Some of these affected adaptation negatively. The following factors emerged as the main external barriers to adaptation at this stage:

1. dependence on external bodies for financial help;
2. embeddedness of the Faculty in the broader University, for example, priorities placed by the University, academic tradition of the university, and university policies;
3. concerns of the stakeholder organizations, such as the ATA in relation to certification for Project Morning Star graduates, and the concerns expressed by this association regarding standards of the Program; and
4. self-interest of external organizations, such as the issue of "release time" raised by the ATA in relation to the extended practicum, the non-cooperation of teachers, and the changes in policy and withdrawal of funding by the government.

Financial dependence of the Faculty was viewed by Faculty administrators as the principal reason for slow and unsuccessful adapatation by the Faculty. Most of the government officials, however, did not share this view. The environmental conditions, particularly the uncertainty and lower resource supply, have been referred to as the cause of the Faculty's slow pace of adaptation and of the increasing dependency on specific external bodies. Horowitz (Personal interview, 22 April, 1985) claimed, "There are all kinds of approaches, and you cannot respond positively to all of them. You cannot respond to any of them without additional funding." For almost all cases the administrators of the Faculty asserted that rising costs and resource scarcity had expropriated the decision-making of the Faculty to a certain extent and had increased the Faculty's dependence on specific external bodies such as government and the university.

In some cases respondents felt that because the Faculty was a part of the University it had certain limitations imposed upon its decisions. It was also stressed by respondents that the Faculty needed the agreement and support of the parent organization at each and every step of adaptation. Before complying with any demand made by an external organization, the Faculty required the permission of the University, and before implementing any change the

Faculty had to go through the tedious task of getting approval from various University committees. The University policy which put a freeze on hiring led to the slow pace of adaptation in the area of computer literacy. On the other hand, the well established research and scholarly pursuits of the Department of Educational Psychology led to disagreement over the definition concerning "the learning disabled."

Respondents reported that external organizations like the government and the ATA caused delays in adaptation made by the Faculty. These external sources of delay were sometimes direct such as the ATA's concerns about the program standards associated with teacher education and about the certification of Native teachers. At other times the Faculty's adaptiveness was affected indirectly while the stakeholder organizations disagreed among themselves, for example, the question concerning whether or not there should be "release time" for cooperating teachers in the practicum, non-cooperation of teachers in relation to practice teaching of the University of Alberta students, or withdrawal of funds by the government in the case of the extended practicum. Administrators in the Faculty, however, felt that concerns expressed by the ATA and decisions taken by government were not aimed at creating barriers for the Faculty in relation to its efforts at adaptation.

Likewise, a set of external factors emerged from the data that contributed positively to the adaptive proccesses of the Faculty of Education. Among these the following are positive external factors.

1. financial help;
2. coalition of different organizations; and
3. interest and support of other external bodies.

In most of the cases, financial help was recognized as an important factor in facilitating adaptation. Examples were the financial support of different bodies for Project Morning Star, a special grant for the extended practicum, and bursaries for the training of vocational education teachers. Other important facilitators included the support of other organizations. These organizations were the stakeholders, the ATA, the ASTA, and the BTEC as in the case of the extended practicum or other organizations that supported Project

Morning Star. Moreover, it was found that while individual organizations had problems in accomplishing changes, cooperation among organizations and team-work contributed to successful adaptation. The study showed that the Faculty demonstrated a tendency to increase cooperative activities and to form coalitions whenever there was a need to influence one of the stakeholders. The Faculty decision to combine and coalesce had positive and desired effects. Horowitz (Personal interview, 22 April, 1985) confirmed by stating, "Whenever a change has occurred the Faculty allied itself with one or more other organizations ... no matter what the issue is it usually takes more than one institution to bring about change and this would be true for the Faculty of Education." For example, the focal Faculty and two other Alberta Faculties of Education had worked together to persuade the government to restore the policy on the extended practicum. The Faculty cooperated with the Faculty of Education at the University of Calgary in the case of the training of vocational teachers. The Faculty sought the cooperation of the Association of the Learning Disabled Children to get some more money for the institute. The Faculty joined forces with the Native Education Centre and the Alberta Indian Education Centre for Project Morning Star, winning the support of the Provincial Departments of Education and obtaining financial help from the Department of Northern Development and Indian Affairs. The findings confirm one of the generalizations made by Frey (1977:116) that in an organizational set the power of a dominant unit can be off set by a coalition of lesser units.

These cases of coalition formation have shown that organizations can and do present a unified front with companion organizations in order to gain strength, and in this participative mode autonomy is diffused and boundaries are merged. In the case of the extended practicum there is evidence of deliberate adjustments among organizations. For example, the ATA decided not to pursue the issue of "release time" while cooperating with other organizations. On the other hand, the description of Project Morning Star reflected that even in a cooperative venture, heading for a common outcome, organizations tend to pursue their goals and try to retain their autonomy.

Internal factors. At the stage of preparation there were few internal factors which could affect the process of adaptation negatively except the disagreement among faculty members, and their disinterest in change, as is evident in the cases associated with the extended practicum, computer literacy and religious education. James Hrabi (Personal interview, 30 May, 1985) commented on the behavior of faculty members that slowed down the pace of adaptation:

> The university does not appear to work under any kind of time constraints. The time seems to move much more slowly in post-secondary institutions. ... By nature university professors are great debaters. They love debates. They argue about abstract issues and take lots of time to consider things....The university is a very important and powerful institution in a democratic country but it has a very serious weakness which is its slow response. I do not see a faculty getting very close to the cutting edge of change.

The positive internal influences associated with the preparation phase of adaptation were:

1. joint efforts;
2. commitment of an individual;
3. responsibilty of a department; and,
4. administrators' adaptive and strategic activities.

Like coalitions, joint efforts by the Faculty and other groups or coordination within the Faculty were considered as positively contributing factors. Also, it was found that personal incentive was at the leading edge of any adaptation even though the power of an individual was sharply constrained in an organization by the system. This study, however, showed that individual commitments had a very strong positive influence. It appeared repeatedly that the success of a program could be attributed to the attempts of either one individual who may have been the leader of the organization, or several individuals. In the absence of commitment by individuals the adaptation generally did not succeed. For example, in the case of religious education there was no individual within the Faculty to fight for the cause. This may be have accounted for the mild success of the issue in the Faculty of Education in the University of Alberta in comparison to a prompt response and successfully implemented program at the University of Calgary. On the other hand, the initial interest of

Myer Horowitz and R. S. Patterson with respect to Project Morning Star and the interest of S. M. Hunka and M. Petruk in relation to computer literacy, facilitated the implementation and early development of these two program changes. It was also found that if any single department took the responsibility for an adaptive effort the adaptation turned into a success, as was the case in relation to the compressed vocational program and Project Morning Star (in the first two cycles).

Political strategies were used by Faculty administrators to gain financial support in almost all of the reviewed cases. Political approaches were also employed to reinstate the policy of the extended practicum, and to negotiate with different bodies in relation to certification, program standards and recognition of programs. These varied political activities of the Faculty administrators had a positive facilitating effect on the adaptive process in the Faculty.

Implementation

Implementation, like the two earlier stages of adaptation, namely, initiation and preparation, did not occur routinely, although it did become routine as an adaptation became operational within the Faculty and as the Faculty returned to the stage of equilibrium. During the implementation stage, the Faculty's involvement with the specific adaptation increased, and the influence of the environment on the Faculty decreased. The Faculty's work evolved as it discovered how best to achieve the desired result. In the stage of implementation new programs were incorporated and structural changes were introduced. The problems the Faculty generally faced at this stage were internal and administrative. The cooperation of other organizations, coordination among departments and the commitment of faculty members was sought. Information was disseminated, and the evaluation of the implemented program was carried out in some cases.

Like the stage of preparation, this stage was also affected by positive and negative factors that facilitated or constrained adaptability of the Faculty in the implementation stage. These factors were, once again, internal and external. These internal and external factors as

they affected the final stage of implementation are presented in the following Table 9.4.

External factors. As mentioned earlier, external influence was minimal at the implementation stage. External factors having a negative impact were limited in number and strength at this stage. The concern of the ATA regarding the quality of Project Morning Star prompted a few changes even at the stage of implementation. Sometimes, the dependency of the University on external sources for funding resulted in failure to implement a proposal as was the case in the efforts to establish an institute for the learning disabled.

The frequently mentioned organizational characteristic was the "embeddedness" of the Faculty in an academic organization like the University. The literature on organizations as well as on higher education (Frey, 1977) shows that the traditional characteristics of universities are not conducive to effective change. Rogers (1969:vii) doubts that educational institutions can ever understand real life problems and respond continuously because "it is the most traditional, conservative, rigid, bureaucratic institution of our time." The unusual characteristics of universities mentioned by researchers (Perkins, 1973; Frey, 1977; Cameron, 1979) include multiple and unclear goals, the existence of a dual governance pattern of bureaucratic and collegial administration, and their autonomy and scholarly tradition. The Faculty of Education being a part of such an organization is inevitably affected by these characteristics. The fact that embeddedness of the Faculty puts certain constraints on the adaptability of the Faculty was also recognized by all representatives of outside organizations. In the opinion of J. Hrabi (Personal interview, 30 May, 1985):

> It is hard for a Faculty to change because it is part of a big university complex. Changing the rules and policies in a particular Faculty may mean changing rules within the whole complex. There is another reason for the Faculty to change very little, and that is the university, in my view, is an institution that more approximates anarchy than any other institution that I know because of the notion of academic freedom.

Moreover, the university itself is in a very dependent position as it has to rely on the Department of Advanced Education for resources. Furthermore, since teacher education, is the responsibility of the University, the Faculty needs the approval of University authorities before introducing any change. Standardized personnel procedures, centralized budgeting and administration have an effect on the adaptive measures of the Faculty. In almost all cases the

TABLE 9.4
FACTORS THAT INFLUENCED THE IMPLEMENTATION STAGE

Factors	Issue						
	The Extended Practicum	Project Morning Star	Training of Teachers for Catholic Schools	Training of Teachers for Learning Disabled	Training of Vocational Education Teachers	Training of Teachers as Generalists	Making Teachers Computer Literate
External Positive							
- Financial help	X	X			X		
- Encouragement from Other organizations.		X					X
- Support of Parent Organization	X	X		X			
External Negative							
- Concerns of Stakeholder Organizations -- Regarding program Standards		X					
- Embeddedness of the Faculty			X	X			
Internal Positive							
- Joint Efforts	X	X			X		
- Commitment of An Individual		X					
- Support of Parent Organization	X	X					X
- Research/Information seeking	X	X			X		X
Internal Negative							
- Attitude of Faculty Members			X				X
- Administrative Problems	X	X	X				X
- Lack of Departmental Coordination			X				X

Faculty had to seek the approval of the University before committing itself to any change.

In addition, a teacher training institution situated in a university faces paradoxical situations. The adaptive capacity of such an institution depends on knowledge of the field. On the other hand, the tradition of a university faculty protects them from outside upheavals and promotes individual scholarly activities of faculty members which creates an inertia of resistance to change; an alienation to the field's needs develops and makes the faculty slow to respond as the following comments reveal.

The climate of universities made the ASTA representative, Lawrence Tymko, (Personal interview, 22 May, 1985) express his personal view on the Faculty's adaptability:

> I have no doubt that our recommendations are seriously considered by the Faculties of Education. However, we find them somewhat slow to respond, but then that is the nature of university institutions. I understand the way they are structured, the way they operate, the way they process issues, the way they decide.... You cannot just change programs in a university....
>
> But this atmosphere also alienates university professors. Tell me, do university professors ever get into the field? Do they really know what is happening in the field, as their students and the teachers do? With such a low level of interaction with the field I am not sure that change can ever come from within; it is bound to come from outside, from the people working in the field.

Worth (Personal interview, 15 October, 1984) commented on the inertia this atmosphere produces among faculty members:

> The Faculty of Education has unique features. Most of its members are specialists and they have a relatively narrow self-interest. It is very difficult for them to see beyond their special interests to the broader picture. These idiosyncratic commitments impede collective efforts at change. The environment of the University encourages them as it rewards self-direction and specialization. It is very hard to get them aroused about an issue that does not directly affect them....I think individual members of the Faculty are quite adaptive, but put together, in a collectivity, they are much less adaptable.
>
> ...I guess the Faculty is not in constant contact with the external environment if constant contact represents the aggregate interaction of faculty members with people in the field. There are pockets of isolation and times of isolation. But I think that in the past few years the Faculty has become more receptive and quite sensitive in responding to external needs. ... Still, it takes a long time for people to agree on a change. Even after agreeing to change it takes a long time for it to be implemented.

Carney (Personal interview, 14 March, 1985) was discussing the introduction of courses in religion to prepare teachers for Catholic Schools when he put forward his opinion:

> Adaptation is not very easy in the Faculty. For adaptabilty, I think, a climate to induce people to adapt is very important. People in an institution like the university get into niches, into certain activities where they are too comfortable to

> "take off" because change means an "extra" load to them. What they need is resources, a free hand and other incentives like sabbatical leaves and peer support. Those kinds of measures can accelerate adaptability.

These opinions and perceptions of faculty members and outsiders confirmed the observation made by Andrews (1982: 3-4) in relation to the dilemma of faculties of education:

> The dilemma is heightened, moreover, by tensions, which are often equal and opposite, in its relationship with its constituent teacher groups and school systems. In result, the mission has been forged as a delicate balance between the utilitarianism of the field and the scholarly pursuits of the university.

Another issue associated with the autonomy of the university also appeared in the cases of the extended practicum and Project Morning Star. The views of the present Dean Patterson were expressed in his letter to Mike Steinhauer of the Blue Quills Education Centre (Chapter VII). Some outsiders were also concerned about the distance which academic organizations like universities create from the field. In the opinion of Lawrence Tymko (Personal interview, 22 May, 1985) posited:

> The Deans believe they are professional. They are teacher trainers -- they know what is needed and what is to be done ... .They very jealously guard their boundaries... even within the University there is territorial jealousy.

A somewhat similar observation was made by N. P. Hrynyk (Personal interview, 4 June, 1985) of the ATA, who was expressing his viewpoint on the situation. He stated:

> My personal opinion is that the Faculty of Education is not as adaptive or flexible as I would like it to be. I know why. I understand its bureaucracy. I understand the nature of rules and the relationship that has grown up over the years, the growth of territoriality among departments, the development of specialists within certain territories, and the tenure of staff which may be good in itself but perpetuates sameness rather than change....Still, sometimes I am surprised that an organization where members have so much autonomy could be as responsive as the Faculty of Education at the University of Alberta.

However, there were a few factors that affected implementation positively such as the assurance of financial help in the cases of Project Morning Star and the extended practicum; the encouragement of other organizations for the Project Morning Star; and the constant support of the stakeholder organizations in the case of the extended practicum.

Being an "embedded" organization has its limitations but the situation is not all negative as the aforementioned discussion reflects. It also has its positive features. The

support given by the University and the power it holds has contributed positively in many cases, specifically in the cases of the extended practicum and Project Morning Star. Furthermore, the Faculty might use its "embeddedness" strategically for its own advantage as explained by the Dean of the Faculty of Education at the University of Lethbridge, Eric Mokosch (Personal interview, 8 May, 1985):

> We may use the notion of control or choice to serve our purposes both ways. One, when the university is on our back and tells us to do certain things we may tell the university that we have a certain obligation toward school boards or the ATA. When other organizations want something we may tell them that we are bound by the university rules and regulations. It is not a matter of control per se, it is a matter of getting the best input that we can work at that stage.

Thus, sometimes the Faculty can lean on its parent organization for support and thereby can control the environment.

Internal factors. Based on the study findings, the following were recognized as internal factors having a negative effect on adaptation. It was also observed that while external barriers affected the initial stage of the adaptation and the stage of preparation, internal barriers affected the stage of implementation. The primary ones were as follows:

1. internal administrative problems due to lack of expertise, lack of coordination, or lack of planning;
2. the attitude of faculty members;
3. the size of the Faculty; and,
4. some administrative problems.

The major internal barriers were related to the members of the Faculty who either had no desire to change or disagreed with the proposed change. The attitude of some faculty members remained not very supportive throughout the process of adaptation and even after that. Examples are the cases of training of computer literate teachers, the generalist elementary route, religious training for Catholic schools, and preparing teachers to cope with learning disabled children. These issues could never get the support of the entire faculty which, in turn, affected the success of the adaptations.

Some administrative problems were mentioned. These were associated with short lead time for planning, the shortage of funds and staff, the lack of equipment, lack of

coordination, and the lack of expertise.

One of the reasons for slow adaptation that was also mentioned by the interviewees was the the size of the Faculty. In the cases of the extended practicum, religious education, generalist elementary education, and computer literacy, the large size of the Faculty was a barrier, according to Faculty administrators, in the process of adaptation because the large size meant greater demands would have to be made on resources and which were often limited. Hrabi from the Department of Education also perceived that the size of the Faculty makes communication of the Faculty with external bodies difficult and this eventually may have an effect on the adaptiveness of the Faculty. Hrabi (Personal interview, 30 May, 1985) posited:

> The Faculty of Education has the same problem which we had in some other institutions. It has become huge and the very size of the Faculty has a negative effect on the consistency of informal communication that occurs between the two groups -- the Faculty and government.

Individual commitment, as mentioned earlier, had a definite positive influence on adaptation. Such commited personnel appear as essential to the successful implementation of a program. Similarly, the interest of the Departments of Educational Foundations and Industrial and Vocational Education facilitated the process of adaptation in the cases of Project Morning Star and the training of vocational teachers.

The study also showed that the Faculty had sought optimal information about its programs, its services, and the new changes within the Faculty once they became a part of the Faculty's operation.

These above-mentioned three phases, under the effect of inhibitors and facilitators, present a complete picture of the process of adaptation. But, as described above, the stages of adaptation appear in a linear manner. But the study shows that these stages and the adaptive processes were not mutually exclusive. The whole process of adaptation was contorted; there was much overlapping of the stages and the adaptive and strategic processes were interspersed throughout the process of adaptation so that it appears more in tangles or in spirals than in a line. Preparations were done, research was conducted and proposals were developed at the initial stage (i.e., Project Morning Star). In spite of its initiation the

Faculty took a defensive position when the external pressure mounted (i.e., computer literacy). Withdrawal of the policy regarding the extended practicum by the government virtually put a stop to preparations in the Faculty to introduce the program so the attempts of the Faculty and other organizations to reinstate the policy was initiation or continuation of the stages of preparation.

It was also found in the study that financial help, individual commitment and managerial strategies were strong forces facilitating the Faculty's adaptations. On the other hand, internal problems, organizational characteristics, the attitude of faculty members, and shortage of resources imposed weak constraints.

C. Reflections on the Adaptability of the Faculty

Almost all the respondents, both inside and outside the Faculty, claimed that the Faculty was "fairly adaptive" or "adequately responsive." On the basis of the evidence collected in the study it appears that most of the respondents from external organizations perceived the Faculty to be fairly adaptive but reactive and definitely slow in responding. One of the reasons for this perception was that they felt the Faculty did not *take initiative* as S. Odynak, from the Department of Education, (Personal interview, 24 May, 1985) observed:

> Traditionally the Faculty of Education was at the cutting edge of changes in the educational system of this province but within the last few years it is the Department of Education that is at the cutting edge of change and the Faculty has stood back and watched what we are doing. I think we should move back to a previous era which had a greater partnership among stakeholders.

Hrabi (Personal interview, 30 May, 1985) made a similar comment:

> If I go back to the years when the Faculty was relatively small and some departments were in their infancy, I would say that we, the government, were doing in part what the Faculty wanted us to do much more so than is the case with the huge Faculty of today.
>
> I am concerned.... We can influence the Faculty by laying on requirements but I'd like to see more suggestions for change rising from the Faculty. That should be the seat of teacher education. I find it quite amazing that the suggestions for change in teacher education tend to come from elsewhere.

These comments may have merit. However, as indicated in this study, the Faculty did take

the initiative in the cases of computer literacy and the generalist elementary and the major and minor in the secondary route.

The observation made by officials in the external organizations, especially the ATA, the ASTA, was that they felt that the Faculty never tried to get information about what was going on in the field. Again, a partial refutation of this view is that in the case of generalist elementary education and the major and minor at the secondary level, faculty administrators did go out to seek information.

Other observation made by the representatives of stakeholder organizations was that the Faculty instead of becoming proactively creative remained in a dependent position. They felt that in the present economic s[illegible]tion of the province there should be an attempt made by the Faculty to "manage in decline" (Cameron, 1983). The opinion of the representative of the Department of Advanced Education, D. E. Berghofer (Personal interview, 30 May, 1985), was that the Faculty did not make any attempt to get out of its dependency situation, which was the reason of the Faculty's low adaptive behavior. Berghofer claimed that the Faculty by strategic planning could be less dependent on external bodies for finances. He mentiond:

> Adaptability and dependency do not go hand-in-hand. There is some truth when the Faculty administrators talk about financial constraints but most often the impression one gets from organizations like the Faculty of Education is that nothing can be done unless there is some additional money. I think the Faculty would be more adaptive if it were more imaginative and creative. Instead of financial dependence it could adopt a strategic stance. Lack of resources always challenges one and one has to set the priorities to cope ... looking for alternative sources for funding is another strategy which may lessen the dependence of the Faculty on us and increase adaptability.

The case studies also show that the impetus for change tended to come from the outside and the changes that the Faculty introduced were mostly within the Faculty. The creation of subordinate units within the Faculty to direct the related activities and facilitate the adaptation in the cases of the extended practicum, course to learn about learning disabled children, Project Morning Star, and computer literacy are the examples. Creation of these temporary or permanent units was a major step which was taken in almost all cases. These committees had twofold functions; one, to buffer the environmental pressure and two, to get

more information. These commitees appeared to take the responsibility of the external pressure, even for some time, so faculty members and Faculty administrators could pursue other activities. Furthermore, these committees were generally established at the stage of preparation when the involvement of the entire Faculty was not necessary. Like these committees, sometimes, as in the case of preparing vocational teachers, a department of the Faculty was given sole responsibility for making changes. In most cases, changes which were introduced in the Faculty included appointment of new staff, the existing members of staff were given more responsibilities (extended practicum), new facilities were provided to students (computer literacy), new courses and programs were introduced (religious education, computer literacy), temporary programs were offered (vocational education, Project Morning Star). But, could it be concluded on the basis of these findings that the Faculty is reactive and attempted to make internal changes to provide a better fit to a deterministic environment? Do the internal adaptations made by the Faculty of Education imply that the Faculty is totally reactive?

The study findings reflected that the Faculty has responded to environmental stimuli in most cases and "acted" upon them in only two cases. The limited evidence of proactivity shows that, if necessary, the Faculty administrators could make strategic decisions and became politically active. The case studies reveal that the administrators in the Faculty took certain strategic decisions to control the environment. The study shows the evidence that there were activities which were oriented beyond the boundaries of the Faculty such as interinstitutional arrangements with the University of Calgary (vocational education), and the Blue Quills Native Education Centre (Project Morning Star). There has been evidence that the Faculty was able to manipulate the environmental forces and bring in desirable changes to suit itself and its program changes. For example, the Faculty succeeded in introducing new standards of admissions, new rules for certification (Project Morning Star), more bursaries for students in the vocational education area (vocational education teachers), continuous grants for the extended practicum and the restoration of the policy on the extended practicum. Furthermore, the Faculty did not begin to prepare teachers for Catholic Schools as the interest

group demanded; instead, the Faculty introduced courses in "Religious and Moral Education" that were in tune with the University's secular objectives, yet satisfied the interest group. The most important proactive behaviour is reflected in the case of the generalist elementary route and major and minor at the secondary level. The administrators of the Faculty were concerned with providing useful services to its constituents in the environment therefore they used members' communication links to environment to find out what changes were needed, to receive feedback about the value of the services the Faculty provided, and to modify those services as indicated. In this case, the Faculty was open to direct environmental influences and encouraged the elements of its environment to participate in the Faculty's organization's functionings.

Moreover, the reactive behavior of the Faculty was not due to choice but rather was due to power dynamics and the dependence of the focal organization on other organizations. Organization theorists (Khandwalla, 1972; Pfeffer and Salancik, 1978) believe that when an organization is vulnerable it reacts to the environment because it does not want to face a risk of failure by being innovative or proactive. The Faculty of Education has an open and direct relationship with many organizations. Moreover, its dependency on its parent organization and on the Alberta Departments of Education and Advanced Education made it more vulnerable. Even though the Faculty appeared more reactive than proactive, the above-mentioned focus of analysis has emphasized the Faculty's ability to control and manipulate its environment when necessary. Lawson, Dean of the Faculty of Education at the University of Calgary, (Personal interview, 8 May, 1985) posited:

> Because we are vulnerable to a lot of environments we are always walking a very thin line and part of the trick is to maintain control over the environment. It is to use the environment to our advantage rather than to our disadvantage. That is, we could crumble under the burden of the environment or we could get around it and use it to our advantage.

In summary, the Faculty changed in respose to external demands. Although most of the changes were internal, the Faculty was able to affect its environment and get the desirable results by means of coalition formations, by joint ventures with other organizations, by the use of media, by seeking external support and by negotiating with external bodies. According

to Staw and Szwajkowski (1976:345) all these activities reflect the ability of an organization to control its environment (if not to change it). So viewing adaptation as a dynamic process it can be said that there were elements of strategic choice as well as structural changes for the focal organization -- the Faculty of Education. The adaptation of the Faculty to its environment over a period of time may be described as a cyclical phenomenon adopting to structural and strategic changes. Thus, if the Faculty has demonstrated the traits of a reactive organization that has waited for events to take shape before responding (Miles and Snow, 1978:21), it has also shown the characteristic of an "analyzer" and "prospector" as it anticipated the shape of events to come and acted accordingly. Like the view of Hrebiniak and Joyce (1985:347) it may be concluded that for any given organization, elements related to strategic choice and environmental determinism exist simultaneously.

D. Summary

Throughout the chapter the continual interaction between the Faculty and its external environment has been highlighted. Primarily, the external conditions of the Faculty were determined by specific environments. All organizations of the organization set, namely, the Alberta Department of Education, The University of Alberta, the Alberta Teachers' Association, the Alberta School Trustees' Association, and the Department of Advanced Education, influence the Faculty on a regular and contining basis. Because of the Faculty's contractual and dependency relationship, the most influential were the Provincial Departments of Education. Other organizations such as the ATA seem to be politically more powerful than the Faculty. Moreover, the closer relationship of these organizations with the field makes them more knowledgeable about the needs of the field and of the profession.

In addition to the organizations in the specific environment there are organizations, external to the set that have sporadic and timely interests in the teacher education program and in the activities of the Faculty. These non-educational external organizations seemed to be motivated by their self-interests and demanded certain changes in the teacher education

program.

In turn, the factors which motivate the other organizations or the organizations of the specific organization-set may be connected with the needs and conditions of the general environment.

The Faculty's immediate and most important environment is its parent organization, the University of Alberta. Being a part of a university, the Faculty shares the powers of the parent institution but at the same time the adaptability of the Faculty is greatly affected by being an embedded organization. The issues of autonomy, scholarly tradition, involvement of Faculty members in the change process, policies and priorities of the university, and distance from the field of practice reflected on the appropriateness of placing teacher education in the University milieu.

Other negative external factors, beyond the control of the Faculty were financial constraints and disagreement or non-cooperation of the stakeholders. Similarly, there were some internal problems that impeded the process of adaptation. These problems were mostly related to faculty members, their disagreement among themselves, their disinterest in change, and their specialization, or these problems were administrative in nature such as lack of planning, lack of expertise, difficulty of moblization and staffing. At the same time, there were factors that contributed positively to the process of adaptation within the Faculty. The external facilitators were financial help, the support of other organizations, the formation of coalitions, the interest of a powerful person or organization. Among the internal facilitators were the joint efforts of the Faculty, support of faculty members, administrators or departments, commitment of an individual and strategic moves by the administrators of the Faculty.

Finally, the Faculty in spite of the traits associated with being a reactive organization, could not be considered as "purely" reactive. There is evidence of the exercise of "choice" among external pressures or domains and of the use of "strategies" by administrators to manipulate the environment by the administrators of the Faculty.

Chapter X

SUMMARY, CONCLUSIONS AND IMPLICATIONS

This final chapter, divided into four sections, presents an overview of the study. The first part of the chapter provides a brief description of the purposes of the study, a commentary on the conceptual framework, reflections on the research methodology used and a summary of findings. In the second part, a number of conclusions drawn from the study are presented. The practical and theoretical implications of the study along with some suggestions for further research are included in the third section. The fourth section of the chapter contains the concluding comments on the study.

A. Summary

In this study an organization's adaptive responses were examined. The research was primarily concerned with the dynamics and management of responses of the Faculty of Education at the University of Alberta to its environment. The study has attempted to provide new insights into the external pressures experienced by the Faculty, the responses of the Faculty -- the process of adaptation in the Faculty -- factors that facilitated or inhibited the adaptation, and ways to conceptualize and analyze the process.

The problem examined is one of concern to administrators of teacher education organizations and universities in North America. Persons from other organizations who initiate, fund, and monitor changes in the Faculty of Education may also be interested in knowing how much they contribute to the process of organizational adaptation. Also, they may develop an understanding about the constraints faced by the Faculty.

This study was prompted by writings which indicate that there is a lack of understanding of organizational adaptation in educational institutions like the Faculty of

Education. Existing theories on organizational adaptation, a conceptual framework and a contextual background, derived from the related literature on organization-environment relations, were presented.

The theme of the study is best reflected in Caplow's (1976:176) dictum that "no organization exists in a vacuum." Based on the open systems perspective it was assumed that organizations interact with their environments and that organizations respond to their environments. There are two major approaches to examining organizational adaptation. While one body of research suggests that the degree of "fit" between an organization's structure and its external environment affects its operational effectiveness, another body of research suggests that the influence of managerial perceptions and strategic choice must also be considered. The *structural-contingency* perspective belongs to the first approach which assumes that an organization *has to* adapt to environmental changes. The second approach is the *strategic-choice* perspective type in which adaptation depends on the managerial skills of administrators, and on the environmental domain on which they choose to focus attention. Two types of environments are recognized in the literature, general and specific. General environment refers to those environmental conditions within which all organizations operate. The specific environment includes individuals, special interest groups, professional organizations, and organizations other than the focal one. Based on this two-fold perspective, an attempt was made to examine the influence of external bodies on the focal organization, in this case the Faculty of Education, and the responses of the Faculty to those influences. In order to determine the relationship between the focal organization and the organizations in the environment, and to provide a better understanding of the Faculty of Education at the University of Alberta, a historical perspective has also been presented.

The case study method was adopted for the study. The foci of in-depth examination were seven issues. It was assumed that if the details of organizational responses in different situations could be examined it would be easier to understand how an organization used its capacity to adapt to external stimuli. The significance of these issues was determined on the basis of an analysis of documents and a review of the perceptions of the administrators of the

Faculty. Information on the seven issues selected for detailed examination was collected using two different approaches -- a review of documents and personal interviews with people. Past and present administrators of the Faculty, other persons knowledgeable about the issues and individuals representing a number of interest groups were selected for the interviews. Unstructured and semi-structured interviews were conducted in an informal atmosphere. The case studies on the seven issues provided the types of information needed to examine the dynamics of adaptation in an educational organization. The data were analyzed both during and after the period of data collection; analysis of data collected in the early stages helped data collection in the later stages. Further analysis of the information collected made categorization possible. The categorization brought into focus the impact of external initiatives, response of the Faculty, its organizational characteristics, external and internal barriers and facilitators to adaptation and the effect of overall adaptive processes in the organization.

Seven issues selected for in-depth examination were described in three chapters. The following issues were the extended practicum, Project Morning Star for Native teachers, preparing teachers for Catholic schools, preparing teachers to cope with learning disabled children, the training of vocational education teachers, introducing the generalist elementary route and a major and minor at the secondary level, and making teachers computer literate. The findings of the study, based on the above-mentioned issues, fall under three headings -- environmental influences, response of the Faculty, and adaptability of the Faculty.

The results of the study reveal that the Faculty felt environmental pressures coming from various quarters such as from its parent organization, from stakeholder organizations, from other educational organizations and from non-educational organizations. The study has also provided an insight into the types of pressures the Faculty faced. These pressures came in the form of policy changes, recommendations, resolutions, requests, and demands. These influences or primary inputs carried information about environmental changes and demanded corresponding change within the Faculty. These pressures were either continuous (therefore expected) or sporadic (therefore unexpected).

The response of the Faculty or the process of adaptation could be divided into three stages of initiation, preparation, and implementation. The findings of the study revealed that the initiation stage and three types of responses: (1) resistance - acceptance, (2) support - acceptance, and (3) initiation by the Faculty itself. The stages of preparation and implementation followed the stage of initiation, except in the case of preparing teachers to cope with learning disabled children.

Several factors, some negative and others positive, affected each of the above-mentioned stages of adaptation. The findings of the study specified a number of circumstances that served as external barriers to the process of adaptation. These barriers were lack of financial support, concern for the standards of the program or certification, disagreement among stakeholder organizations, and embeddedness of the Faculty. Numerous vexing internal problems that the Faculty encountered in introducing a new program were also described in the case studies such as administrative adjustments, attitude of faculty members, and lack of coordination among departments within the Faculty. On the other hand, there were factors which facilitated the process of adaptation.

Finally, it may be concluded that the Faculty remained "fairly adaptive" to a variety of pressures coming from various organization. In spite of the influence of several internal and external inhibiting factors the Faculty has been successful in implementing most of the programs on time. Much credit for this success goes to strategic manipulations of the administrators of the Faculty, and to internal and external facilitating factors.

B. Conclusions

The seven case studies presented were related to important questions and provided many useful insights into the nature of adaptation in an educational organization. Based on the findings of the previous chapter, conclusions have been formulated around three selected themes: environmental influences, organizational response, and reflections on the adaptability of the Faculty.

Environmental Influences

Impact of various conditions. The findings of the study revealed that the Faculty was affected by its environment and that most of the initiatives for change came from outside.

Important organizations. The organizations influencing the Faculty included the University of Alberta as its parent organization, the stakeholder organizations, other educational organizations, and some non-educational organizations.

The most important influence was that of the "immediate" environment, namely, the University because it affected not only the initiation of adaptations but the entire process of adaptation.

The Faculty was greatly influenced by its specific environment, constituted by stakeholder organizations like the two Provincial Departments of Education, the Alberta Teachers' Association, and the Alberta School Trustees' Association. These organizations constituted the organization-set and had direct and regular relationships with the Faculty. Other educational organizations also influenced the Faculty's activities because of their central interest in education, for example, the Alberta Catholic Schools Trustees' Association, and other universities, but their influence was less regular and less direct in comparison to the influence of the organizations in the specific environment. A number of external organizations, which neither belonged to the organization-set, nor were in the field of education, for example, the Native groups, minorities, parent group, also had a short-term and sporadic interest in the preparation of teachers. The general environment, described by a number of writers as constituting technological, social, political, cultural, and economic conditions, had an indirect influence on the Faculty through the demands made by the various organizations already mentioned.

Nature of environmental pressures. The influence of the environment on the Faculty was felt through primary and secondary inputs. Primary inputs came from the environment prior to the initiation of an adaptation. They tended to represent the needs of a special group or society at large. A variety of means were used: policy changes, resolutions, recommendations, requests and demands. Secondary inputs also came from outside but in the

form of facilitators or barriers that affected the process of adaptation.

Generally, the amount of environmental influence decreased in the later stages of adaptation as the involvement of the Faculty increased.

Adaptive Responses of the Faculty

The response of the Faculty to environmental stimuli was neither uniform nor routine. Nevertheless, there was some similarity in the process that followed. This process consisted of three stages: initiation, preparation and implementation.

1. The initiation stage was marked by the processes of awareness, internal assessment, and decision-making.The initial response of the Faculty revealed three patterns: resistance and acceptance, support and acceptance and internal initiation.
2. With respect to the other two stages of adaptation preparation was found to be the more crucial because at this stage administrators had to deal with both external and internal pressures. Most of the strategic processes and decisions were taken at this stage. Processes such as negotiating, coalescing, convincing, planning, developing proposals, holding meeings, getting approval of the University, and information processing were noted.
3. During the stage of implementation, the Faculty introduced some changes within the Faculty in an attempt to adjust to the external demands. External influence was minimal at this stage.

Important factors. Based on the study, five intervening factors were found that shaped the nature of the response at the initiation stage of adaptation. These factors were: (1) the importance of the issue as perceived by the administrators of the Faculty; (2) the relationship of the Faculty to the organizations from which the pressure for change was coming; (3) the magnitude of pressure which was determined on three grounds, namely, the support for the issue, the genuineness of the need, and the historical background of the issue; (4) the internal support of faculty members for the issue, and (5) the stance taken by the University on the issue.

During the stages of preparation and implementation the embeddedness of the Faculty has emerged as an important factor in the process of adaptation. The parent organization, the University of Alberta, provided its strength and support to the Faculty but at the same time affected the adaptive efforts of the Faculty through its policies and priorities, through its academic tradition, and through its dependence on the government for resources. Being an embedded organization, the Faculty required the approval of the parent organization before committing itself to any change and before implementing a major change. The autonomy of the university reflected in the case of Project Morning Star, the scholarly pursuits of its staff as appeared in the case of preparing teachers for learning disabled children, and the university's distance from the field as in the case of computer literacy, all seemed to affect the process of adaptation.

Barriers. The findings of the case studies highlighted the barriers whose loci were outside the Faculty. These barriers constituted serious impediments to achieving organizational adaptation because the Faculty had very little or no control over these external activities. Among these external factors, the most important factor was the dependence of the Faculty on the government to finance specific programs. Furthermore, the self-interest of the individual organizations created unexpected impediments during the stages of preparation and implementation.

Internal barriers included the apparent apathetic attitude of faculty members, disagreement among faculty members, personality conflicts, lack of expertise, lack of resources, lack of coordination, and work overload.

Positive factors. Facilitating external factors were financial help, interest of other organizations or influential persons, interest of stakeholders, support of the Senate of the University, and the coalitions among different organizations.

Positive internal factors were joint efforts, support of faculty members, support of the Dean or one of the departments, and commitment of an individual.

Adaptability of the Faculty

The response of the Faculty, in the case studies reviewed, was primarily reactive. The contemporary situation, as illustrated in the study, found significant environmental pressures coming from outside the Faculty. The interviews with the officials in the stakeholder organizations suggested that for the past few years the Faculty has become more reactive and has allowed external bodies to define the parameters of modifications within the Faculty. Furthermore, the relationship between some of the organizations of the specific environment and the Faculty was characterized by as a dependent power imbalance with the Faculty being the weaker member. This situation stimulated reactive changes within the Faculty. The reactive response of the Faculty led to internal changes whereas proactive response could have led to strategic changes within or outside the Faculty. Thus it appeared that by making the distinctive internal modifications the Faculty was surviving and in spite of being very dependent on its immediate and specific environment, the Faculty was remaining adaptive. However, when the whole process of adaptation was analyzed, there was evidence of proactivity and strategic measures taken by Faculty administrators such as initiation in the case of computer literacy, the identification of needs in the case of the generalist elementary route and the major and minor at the secondary level, getting financial help, forming coalitions with different organizations and so on. Though the responses of the Faculty appeared to be more reactive than proactive, the ability of the Faculty to manipulate its environment was evident in the case of the extended practicum, in the case of Project Morning Star, and in the case of special education for teachers of Catholic schools. This evidence of limited proactivity and of strategic manipulation leads to the questions concerning whether the Faculty would be able to rise above its dependent state or would become increasingly reactive to dominant external organizations.

C. Implications

In the preceding sections, a summary of the report and an outline of conclusions drawn from the study have been presented. In this section of the chapter these conclusions are translated into general statements which could form a basis for changes in theory and practice. The implications of the findings are also considered with regard to possible directions for future research.

Implications for Theory

The study demonstrated the importance of the environment for the focal organization of the study, namely, the Faculty of Education at the University of Alberta. Results of the analysis affirmed that organizations of the specific environment, and to a certain extent, organizations outside of the organization-set influenced the Faculty. However, the most important environment for this "embedded" organization appeared to be constituted by its parent organization, the University. The study revealed that the categorization of environments is not simple. The literature on environment-organization relations has identified two levels of environment -- general and specific -- which were found to be insufficient to describe the Faculty's environment and to account for influences of the environment on the Faculty. For purposes of the present study there was need to distinguish between the immediate environment of the embedded organization, in the manner that Khandwalla (1978) suggests and the specific environment of stakeholder organizations. Also, the general environment was too all-inclusive for purposes of this study. Instead, inclusion of two more specific categories -- other educational organizations and non-educational organizations -- appeared to be more meaningful, perhaps even essential, for explaining the various influences on the Faculty. The explanation of immediate, specific and other external organizations might lead organization theorists to find a clearer explanation of the dynamics which exists between a focal organization and external organizations. Also evident in the study was that establishing clear boundaries for an organization is difficult. The case studies

provided evidence that when organizations shared a common goal, a merger occurred and boundaries disappeared. These findings are in keeping with the contention of Starbuck (1976:1070) who indicates that the idea of organizational boundaries is largely perceptual.

Similarly, information has been extended regarding adaptation in the Faculty. The literature suggests that an organization makes reactive, internal or structural adjustments in response to its environment. Alternatively, it responds by trying to influence the environment through the managerial strategies used and the choices made. In further investigating these two types of responses, it was learned that organizational adaptation was neither purely structural nor strategic. The Faculty in making reactive internal changes, was making an adaptation which is explained by structural-contingency theorists. However, the Faculty made definite choices about responding to certain pressures while not considering others. Furthermore, Faculty administrators used certain manipulative strategies to control the environment in the interests of the Faculty which provided evidence of strategic adjustments. The information contained in the study reflected that Faculty administrators attempted to keep a balance between internal needs and external expectations. Since the adaptations in the Faculty were in the form of internal (structural) changes and external (strategic) manipulations, it would seem plausible to conclude that organizations are likely to rely upon a mixture of both modes and that a viable theory of adaptation must encompass the two. It would seem improbable that an organization could function with a structural adaptation that would amount to complete abdication of managerial choice or skills, and of conscious attempts to manipulate the environment. On the hand, it is highly unlikely that an organization could function by ignoring necessary internal adjustments in response to changes in the environment. The theoretical development of structural-strategic adaptation, the ideas associated with integrated adaptation, including the possibility of cyclical characteristics of this process might offer an enlightening perspective for others who are studying organizational adaptations.

The study has also brought into focus the closeness of two theoretical perspectives: Greenfield's viewpoint and the *strategic-choice* perspective. The study, developed under the

conceptual framework of structural and strategic-choice perspectives, has supported the "creative role of the individuals in the organization," as Greenfield (1983) posits. The study has revealed that individuals played the most important role in organizational adaptation. The perception, choice and decision making of faculty administrators at the initiation stage, the political and strategic manipulations at the stage of preparation, and their support and commitment of other individuals in all three stages of adaptation, has considerably affected the process of adaptation. On the other hand, another human factor -- the disagreement and disinterest of faculty members -- also affected the adaptation process negatively at an organizational level of analysis.

In addition, the insights concerning inhibitors affecting adaptation within the Faculty revealed the impact of differences in power, dependency relationships, and organizational traditions on the adaptive process. The findings of the study may also have relevance for change theory. The initiators, barriers, and facilitators, that were identified in the study may prove to be important variables for consideration in planned change efforts. Knowledge of these variables might help in assessing the limits of acceptable change.

Implications for Practice

Since the present study is concerned with a single organization, caution must be exercized in generalizing the findings to other organizations. Nevertheless, some conclusions drawn from the findings of the study may provide indications for practical and constructive use by educational administrators, particularly those in teacher education institutions.

The external pressures on the Faculty may be sporadic or continuous. The nature of teacher education is such that there are always differing expectations, demands, and recommendations from various quarters. Consequently, Faculties of Education, as teacher preparation centres, are in a sensitive position as they are confronted by the challenge of keeping a delicate balance between meeting external demands and meeting internal stability. Administrators of the Faculty face a two-fold task: acting as gatekeepers as well as agents of change. They must buffer the effects of disruptive forces while bringing about productive

changes. Sometimes the external pressures come from organizations in the organization-set that are more powerful than the Faculty, or from organizations which have the support of government or the public at large. There is always a danger of overreacting to powerful environmental pressures. In its eagerness to serve society or to please powerful external bodies, the Faculty may become overly responsive or malleable to external pressures. As a result, the balance between internal stability and meeting the needs of the environment, may be disturbed. Administrators in the Faculty must excercise boundary maintenance activity to ensure that they achieve a degree of internal stability while meeting the demands for change.

In addition, a variety of choices confront faculty administrators almost every day. They include choices about the pressures the Faculty may or may not consider for response. Even if the Faculty chooses to respond, the responses vary. The Faculty of Education is too big, too complex, too diversified, to be a unified monolith. But the responses made by the administrators ideally should complement one another and be supportive of the objectives of the Faculty and of the University. Miles and Snow (1978:153) support this point of view in their statement that:

> Organizational adaptation is neither an uncontrolled phenomenon nor a process involving perfectly rational and efficient choice. Instead, adaptation occurs through a series of managerial decisions, the effectiveness of which hinges primarily on how consistently managers' choices are integrated.

Another factor that appears to be important is the promptness of the response and the timeliness of the adaptation. The study revealed that promptness in response was appreciated and delay in making an adaptation was criticized. Paul Mott (1972) also recognized promptness as a criterion of effective adaptation. This time factor should guide the decisions of administrators. Issues that are top priority concerns at one time are low priority concerns at another time. Administrators of educational organizations need to recognize these changes in salience; in addition, they need also to anticipate and contribute to them. They have to adopt a strategy for collecting and using information both to respond to and to stimulate changes in the Faculty.

The pace of adaptation is also conditioned by certain barriers that impede the progress of adaptation. Some of the barriers are internal to the Faculty and are directly within the

decision making sphere of the administrators. These internal barriers are those which the system itself can regulate. One such barrier is the attitude of faculty members who are involved in their own specialized plans and projections and move in different directions. Their support and involvement is needed to ensure effective adaptation in the Faculty. Any adaptation in the Faculty affects the role of professors. Although, in the main, their responsibility is to teach and to do research, at the time of change they take on a broader role that includes concern for the Faculty's attempts to change and to adapt. In addition, coordination among the various departments within the Faculty is also needed. Without support of faculty members and coordination among departments, the Faculty's efforts to adapt, its planning, allocation of resources, and expenditure of energy will not be aligned and the chances of adaptating effectively will be substantially lessened. Moreover, the Faculty has to make its field-oriented activities more visible to the public and other organizations in order to reduce the "ivory tower" myth.

Other barriers to adaptation are external to the Faculty and beyond the Faculty's immediate control. Even though external, these barriers potentially can have a profound effect on organizational adaptation. The formation of coalitions emerged as an effective way to minimize the influence of these factors. Two current conditions -- unstable fiscal support and the increased vulnerability of the Faculty -- provide reasons for the Faculty to have an increased interaction with external organizations, particularly those in the Faculty's organization set. The case studies showed that knowledge of and ability in inter-agency coordination were crucial to the adaptation of the Faculty and to the future of teacher education. This knowledge demands an integration of the field, faculties and government. The questions of academic standards or autonomy of university or the rights of teachers, or selfish interest of other organizations should not dictate the preparation of teachers. The "territorial imperative" is dysfunctional (Keeler, 1976:37) for a common purpose, which revolves around how best to prepare future teachers.

Both internal and external problems need strategic handling. The most crucial area for strategic manipulation is financial help in this current period of cutbacks and

retrenchment. Faculty administrators need greater sensitivity to the costs associated with program changes and greater awareness of alternatives to choose from so that they may learn to manage change in times of financial constraints, that is, to adapt and change under conditions of limited resources.

It would seem that the improvement of teacher education depends to a large extent on interinstitutional activities. Management strategies call for increased response to environmental factors but at the same time internal stability should not be at stake. Resource supply and financial problems need skillful handling.

Implications for Further Research

A major limitation of the study was that the data collection occurred over a limited time period which provided little information on how organization adapts in response to environmental stimuli over time. To track continuous adaptation, a longitudinal study would seem to be most appropriate. The researcher has to "live" with an organization for an extended time period and examine the adaptations made through direct observation, periodic interviews and related documentary research. Longitudinal assessment would permit identification of trends and examination of the continuing process of organizational adaptation.

Further work needs to be undertaken to identify more clearly the effects on the Faculty of the distant or general environment. The present study indicates that the general environment does influence the Faculty primarily through other organizations in the organization set or through organizations external to the set.

Further research can be undertaken to identify administrators' contribution to the process of adaptation by examining their attitudes, perceptions, awareness, decision making capabilities, and administrative abilities.

In addition, more research may be conducted in the area of organizational adaptation of educational institutions, taking the factors, identified in the study, as variables.

More research should be directed at the dependency-adaptability component of an organization. The financial relationship between the Faculty, its parent organization and government might also be studied in greater depth. This financial relationship was a minor aspect of this study but could be examined further, particularly in the context of the current conditions of financial restraint.

It is hoped that this study will stimulate further research on the strategies employed by educational organizations to control their environment. Evidence of such control efforts in the Faculty was provided in the case studies.

The perception of ex-students regarding the adaptability of the Faculty is worth further investigation. They could better judge the closeness of a university Faculty to the field. Moreover, during the process of research it appeared that university professors are considered to have too specialized knowledge and little awareness of the field. Although there is literature which analyzes the professional-organization relation, it would be worthwhile to study the professional-organization-environment triangle. The degree to which the environment, the organization or individual professionals control the adaptability of an educational institution appears worthy of close examination.

D. Concluding Comments

The intent of the study was to develop an understanding of the process by which organizations adjust and adapt to their environments. Taken together, the analyses of the events associated with the seven case studies did, in some measure, explain how the focal organization, the Faculty of Education, adapts to its environment. Additional outcomes of the study were a better understanding of administrative decision making in the Faculty, of the procedures used in planning and implementing organizational change; of the influence of internal and external factors, both positive and negative, on efforts to adapt; of the significance of relationships between the Faculty and other organizations; and of the role of administrators in controlling the external environment.

In reflecting on the study, it now is clearer as to the utility of the theoretical framework of the study. The theory served as a guide, providing a central focus for the research and suggested a number of questions to be explored. At certain times, however, the theory imposed limitations on the study and perhaps served as a constraint on the research.

The findings of the study served three different purposes. First, some of the findings served to provide concurrent validity for the theory. These findings affirmed the utility of the general perspective which views organizations as being adaptive in response to environmental changes. Second, in addition to providing support for the theoretical perspective the findings suggested some modifications to the existing theory. For example, the study revealed the importance of factors that affect the process of adaptation. Each of these factors provide direction for theory generation. For example, on the basis of the results it was concluded that a number of factors over which Faculty administrators have very little direct control are crucial in determining the pace of adaptation. After more studies of this type have been done, these factors may be recognized as variables to be included in such research. Third, some of the theoretical propositions were not supported by the study findings. For example, there was no evidence of any "strategic decisions" (Yoshihara, 1976) taken by Faculty administrators. These results call for more research in this area.

It is now apparent that the research methodology that was used could be refined so as to provide an improved understanding of an organization's capacity to adapt. For example, rather than commenting merely on their own perceptions it may have been advisable to have Faculty administrators comment on the statements and perceptions of the representatives of the stakeholder organizations. Similarly, if the study were done in three stages it may have assessed more accurately the capacity of the Faculty to adapt. That is, if all information regarding the seven issues, gathered from interviews with internal respondents and from primary and secondary documentary sources were, analyzed in the first stage, then the generalizations drawn about the process of adaptation could form the basis for the questions to be answered by outsiders in the second stage. This is suggested because those outside the Faculty were typically found not to be very knowledgeable about details associated with the

seven issues but did have strong views about the overall adaptability of the Faculty. It would have been more relevant if their perceptions could have been captured with the use of a more structured approach. In turn, in the third stage of data collection, the perceptions of "outsiders" could again be checked with Faculty administrators for their reactions. In this manner the research would have developed in the form of a dialogue and the different perspectives -- findings associated with the case studies, the views of "outsiders", and the reactions of insiders -- would have provided more conformity to the data.

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Letters Referred in the Study

Date	From	To
1973, 27 Sept.	Dr. M. Wyman, President, U of A.	The Minister of Advanced Education.
1974, 5 April.	Dr. J. E. Gallagher, Chairman, Ind. and Voc. Education	Dr. M. Horowitz, Dean, Faculty of Education, U of A.
1975, 7 Jan.	Dr. R. Carney, Executive Director of Northern Development Group.	Dr. M. Horowitz, Dean, Faculty of Education.
1975, 27 Feb.	Dr. G. L. Berry, Chairman, Dept. of Secondary Education.	Dr. R. S. Patterson, Chairman, Dept. of Ed. Foundations.
1975, 11 April.	Dr. D. A. MacKay, Chairman, Dept. of Elem. Education,	Dr. R. S. Patterson, Chairman, Dept. of Ed. Foundations.
1975, 17 April.	Dr. R. S. Patterson, Chairman, Dept. Ed. Foundations.	Dr. D. A. MacKay, Chairman, Dept. of Elem. Education.
1975, 7 May.	Dr. D. A. MacKay, Chairman, Dept. of Elem. Education.	The Staff of the Dept. of El. Education.
1975, 12 May.	Dr. M. Horowitz, Dean, Faculty of Education,	Dr. R.S. Patterson, Mr. Carl Urion, Department of Ed. Foundations.
1975, 13 June.	Mr. G. K. Gooderham, Dept. of Indian Affairs,	Dr. M. Horowitz, Dean, Faculty of Education, U of A.
1975, 17 Sept.	Dr. James Hrabi, Chairman, BTEC.	Dr. F. Enns, Acting Dean, Faculty of Education.
1975, 18 Sept.	Dr. H. Gunning, President, U of A.	Mr. R. A. Bossetti, Assistant Deputy Minister of Advanced Education.
1975, 26 Sept.	Dr. F. Enns, Acting Dean, Faculty of Education	Dr. K. W. Bride, Executive Secretary, ATA.
1975, 1 Oct.	Dr. M. Horowitz, Vice-President (Academic) U of A..	Ms. P. English, President, ATA.
1976, 8 Dec.	Dr. L. R. Gue, Professor, Dept. of Educational Administration.	Dr. W. H. Worth, Dean, Faculty of Education.
1976, 9 Dec.	Dr. W. H. Worth, Dean, Faculty of Education	Dr. James Hrabi, Chairman, BTEC.
1977, 19 July.	Dr. James Hrabi, Chairman, BTEC.	Dr. Kevin McKinney, Executive Secretary, ACSTA.
1978, 17 April.	Dr. R. Lawson, Dean, Faculty of Education, University of Calgary	Dr. J. Hrabi, Chairman, BTEC.
1979, 20 April.	Dr. M. Steinhauer, Executive Director, Blue Quills Ed. Centre	Dr. R. S. Patterson, Assoc. Dean, Faculty of Education.
1979, 23 April.	Dr. R. S. Patterson, Associate Dean, Faculty of Education.	Dr. Mike Steinhauer, Executive Director, Blue Quills Ed. Center.
1981, 19 June.	Dr. W. H. Worth, Dean, Faculty of Education.	Vice-President, Finance and Administration, U of A.
1981, 8 Dec.	Dr. M. Horowitz, President, U of A.	Assistant Deputy Minister of Advanced Education.
1982, 7 Jan.	Dr. W. H. Worth, Dean, Faculty of Education,	Dr. A. Pearson, Assistant Dean, Practicum.

List of Persons Interviewed

Name of interviewees, their positions, and the dates of interviews are listed below:

Preliminary Interviews:

Dr. Myer Horowitz,
President, University of Alberta,
2 October, 1984.
Dr. W. H. Worth,
Former Dean, Faculty of Education,
16 October, 1984.
Dr. R. S. Patterson,
Dean, Faculty of Education,
16 October, 1984.
Dr. R. G. McIntosh,
Former Associate Dean, Faculty of Education, University of Alberta.
16 October, 1984.

The Key Informants:

Dr. R. S. Patterson,
Dean, Faculty of Education, University of Alberta.
11 December 1984; 3 January, 1985; 14 January, 1985; 24 January, 1985; 5 February, 1985; 6 March, 1985.
Dr. W. Worth,
Former Dean, Faculty of Education, University of Alberta.
6 December, 1984; 19 December, 1984; 18 January, 1985; 24 January, 1985; 30 January, 1985.
Dr. F. Enns,
Former Acting Dean, Faculty of Education, University of Alberta.
10 April 1985.
Dr. M. Horowitz,
Former Dean, Faculty of Education, and President, University of Alberta.
22 April, 1985.

Other Faculty Members:

Dr. R. S. Pannu,
Professor, Department of Educational Foundations,
Faculty of Education, University of Alberta,
18 March, 1985.
Dr. Eugene W. Romaniuk,
Professor, Department of Educational Psychology,
Faculty of Education, University of Alberta.
12 April, 1985.
Dr. S. M. Hunka,
Coordinator, Division of Educational Research and Services,
Faculty of Education, University of Alberta.
15 April, 1985.
Dr. R. J. Carney,
Chairman, Department of Educational Foundations,
Faculty of Education, University of Alberta.
14 March, 1985.
Dr. Carl Urion,
Associate Professor, Department of Educational Foundations,

Faculty of Education, University of Alberta.
16 April, 1985.
Dr. J. P. Das,
Director, Centre to Study Mental Retardation
Faculty of Education,
University of Alberta. 17 April, 1985.
Dr. L. R. Gue,
Retired Professor, Department of Educational Administration,
Faculty of Education, University of Alberta.
19 April, 1985
Dr. Karel Puffer,
Professor, Department of Industrial and Vocational Education,
Faculty of Education, University of Alberta.
12 November, 1985
Dr. W. D. Wilde,
Chairman, Department of Elementary Education,
Faculty of Education, University of Alberta.
2 June, 1986.

<u>People from Other Organizations</u>:

Dr. R. F. Lawson,
Dean, Faculty of Education, University of Calgary.
8 May, 1985.
Dr. Eric Mokosch,
Dean, Faculty of Education, University of Lethbridge.
8 May, 1985.
Dr. J. Hrabi,
Assistant Deputy Minister, Alberta Department of Education
30 May, 1985.
Dr. S. N. Odynak,
Assistant Deputy Minister.
Alberta Department of Education,
24 May, 1985.
Dr. N. P. Hrynyk,
Associate Executive Secretary,
Alberta Teachers' Association,
4 June, 1985.
Dr. Lawrence Tymko,
Director of Educational Services,
The Alberta School Trustees' Association,
22 May, 1985.
Dr. D. E. Berghofer,
Assistant Deputy Minister,
Alberta Department of Advanced Education,
30 May, 1985.
Dr. Kevin McKinney
Executive Director,
The Alberta Catholic School Trustees' Association,
29 May, 1985.